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ABSTRACT

Overviews of several significant areas of community-based education including specific practices and procedures of community college educators are contained in this sourcebook. Articles cover the development of community-based education from its inception, clearly defining the community-based community college; specific suggestions for sound planning; the problem of staff selection and development in light of community-based education; difficult management problems from the viewpoint of the highly innovative Community College of Vermont; an analysis of current and projected delivery systems; providing student personnel services to nontraditional students through "brokering" systems; the relationship between community-based and performance-oriented education; how to fund community-based programs; the unique problems of providing community-based education in urban centers; the importance of trustee orientation and education in innovative movements; and assessing the impact of community-based programs on communities served. A review of pertinent literature and a bibliography are also presented. Contributors include: Erwin I. Harlacher, James F. Gollatscheck, Gundar A. Myran, Max Tadlock, William A. Keim, Peter P. Smith, Hyman H. Field, Steve Mills, Robert E. Hencey, Gary D. Hallingsworth, Dale Parnell, Sidney S. Micek, and Edward M. Cooper. (Author/TR)

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Arthur M. Cohen and Florence B. Brawer
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implementing community-based education

ervin l. harlacher
james f. gollattscheck
issue editors

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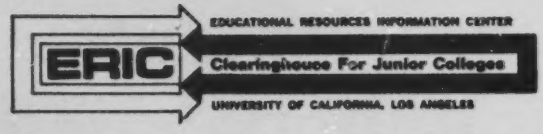

IMPLEMENTING COMMUNITY-BASED EDUCATION
New Directions for Community Colleges
Volume VI, Number 1, Spring 1978
Ervin L. Harlacher, James F. Gollatscheck, Issue Editors

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editors' notes

The evolution of the comprehensive community college of today from the junior college of the early 1900s has been well documented and is generally well known. It probably would be generally agreed that we are entering the next phase of that evolution: the era of the community-based community college. Although the idea of community-based education has roots reaching far back into the community services movement, several notable dates and activities may be fixed as important steps in the history of community-based education. Three important books were published in 1969: *The Community Dimension of the Community College* by Ervin L. Harlacher, *Dateline 79: Heretical Concepts for the Community College* by Arthur M. Cohen, and *Community Services in the Community College* by Gunder A. Myran. These books marked the beginning of an evolvement from a narrow, traditional form of community services toward a relationship in which the college began to work with its community to solve problems rather than simply serving the community whatever academic wares it had at its disposal.

In 1974 the philosophy of community-based education became clearly articulated and the movement gained significant momentum. The publication of the article "After the Boom... What *Now* for the Community Colleges?" by Edmund J. Gleazer, Jr., president of the American Association of Community and Junior Colleges, in the December-January 1974 issue of the *Community and Junior College Journal*, included the first real definitions of community-based education and gave characteristics of the movement as well as statements of objectives. Dr. Gleazer very eloquently pointed out that the period of growth within which community colleges could do no wrong had come to an end and that they must seriously look to their mission.

In February 1974, Alan Pifer, president of the Carnegie Corporation, delivered the keynote address at the AACJC Convention, proposing that objectives often perceived as secondary be given new priority. "Other institutions will have a part to play, of course, but I see the community college as the eventual leader-

ship agency. Indeed, I'm going to make an outrageous suggestion that community colleges should start thinking about themselves from now on only secondarily as a sector of higher education and regard as their primary role community leadership." At that meeting of AACJC, community-based education was clearly spelled out as the new thrust of the organization. In April 1974, at the National Conference on Community Services and the Community Colleges sponsored by Valencia Community College, Dr. Gleazer delivered an address titled "Beyond the Open Door. . . The Open College." This address was subsequently published in the August/September issue of the *Community and Junior College Journal.* Again, Dr. Gleazer spelled out the need for a reassessment of the mission of community colleges and proposed bold steps for community colleges to accomplish their new mission. He gave specific objectives to be accomplished during the remainder of the decade. Another highlight of this very productive and significant year for community-based education was the AACJC National Assembly held in November. The published proceedings of this assembly, *A Policy Primer for Community-Based Community Colleges*, covers many areas of the movement and points out significant directions for the future. Another 1974 event of continuing significance was the formation of a national consortium of community colleges known as COMBASE. This organization is still active and holds as its mission the promotion of community-based education in community colleges.

In 1977 the two editors of this issue of *New Directions*, along with Eleanor Roberts, research associate at the Metropolitan Community Colleges in Kansas City, and Benjamin Wygal, president of Florida Junior College at Jacksonville, published *College Leadership for Community Renewal*, a book the authors hope will spur community college educators to give consideration to the needs of their communities and the ways in which colleges and communities can cooperate for effective community renewal.

In this issue of *New Directions for Community Colleges* we have attempted to gather and present overviews of several significant areas of community-based education and have asked practitioners in community college education to prepare articles dealing with specific practices and procedures. We have deliberately attempted to avoid theory in favor of concrete suggestions for implementing community-based education.

Gunder Myran sets the stage for the remainder of the publication by tracing the development of community-based education from its inception and giving a clear definition of the community-based community college. Max Tadlock then presents very specific suggestions for sound planning. Next, the age-old problem of staff selection and development is presented in the new light of community-based education by William Keim. The difficult problems of management of community-based education are discussed by Peter Smith from the point of view of the very innovative Community College of Vermont. Hyman Field presents an analysis of current and projected delivery systems for community-based education. One of the most difficult problems in community-based education, providing student services in open systems, is innovatively treated by Steve Mills. Ervin Harlacher and Robert Hencey explain the relationship between community-based and performance-oriented education. The perennial problem of how to fund community-based programs is addressed by Gary Hollingsworth. Dale Parnell presents the unique problems of providing community-based education in urban centers. James Gollattscheck presents his views on the importance of trustee orientation and education in any innovative movement such as community-based education. Sidney Micek and Edward Cooper discuss the impact of community-based programs on the community served. And Andrew Hill concludes with suggestions for further reading from the ERIC Clearinghouse for Junior Colleges.

We hope that this issue of *New Directions for Community Colleges* will be helpful in providing answers to many questions and in helping community colleges clear some of the barriers to community-based education.

Ervin L. Harlacher
James F. Gollattscheck
Issue Editors

The philosophical roots of the community-based movement lie in the origins of the community college.

antecedents: evolution of the community-based college

gunder a. myran

Community-based education is a phrase that symbolizes an institutional value system; it is not a series of courses, an approach to instruction, or a description of the location of services or activities. It is a phrase that can be grouped with terms such as *lifelong learning, life-centered education, the knowledge revolution, the communications age, the postindustrial society,* and *the learning society.* None of these terms by themselves is very significant, but the value system they represent is powerful indeed. Regardless of the choice of terms, the basic values represented are:

(1) Education can make a significant difference in the lives of all persons of all ages and backgrounds; all people have worth, dignity, and potential.

(2) Education is a means by which people can enrich and enhance their lives through self-growth in various life roles such as those of worker, family member, citizen, and consumer.

(3) Education is a recurring part of daily life, not an experiment set apart from daily life.

(4) The community college has a responsibility to maximize the congruence between its services and programs and the educational needs and aspirations of all population groups in its service area.

(5) The community college has a responsibility to function as an integral part of the fabric and rhythm of the communities it serves, and it should make a significant and positive difference in the quality of life in those communities.

A community-based college, then, is one that uses these values as a basis for planning all programs and services, selecting faculty members, designing and locating facilities, developing budgets, carrying out administrative functions, and creating policies. Although community-based concepts have emerged most forcefully during the last decade, these concepts have their roots in the beginnings of the community college movement.

Before the Civil War, the typical college in the United States was a private institution whose purpose was to prepare "gentlemen and scholars." These colleges prepared the elite for leadership roles in government, law, medicine, and the ministry. Following the Civil War, the development of the land-grant college and the public university resulted in major changes in the nature of higher education. The definition of the "elite" was expanded to include the upper strata of technical occupations: engineering, teaching, business, and agriculture. During the 1800s, the basic form of the "collegiate way" became well established: residential colleges in pastoral settings, athletic teams, fraternities or clubs, a tenured professoriate, academic disciplines, and so on. As American industry flourished, colleges and universities blossomed, responding to the need for an ever-widening range of skilled professionals.

When the junior college first emerged in the 1890s as an aspect of higher education, it was seen primarily as an adjunct of a nearby university. Often, the local public school district housed the infant college, and the nearby university accredited it and supervised curriculum. Still, even in those early days the first seeds of the community-based college were planted. As junior colleges were established throughout the United States during the first forty years of the twentieth century, many communities for the first time had their own college—"our college." The junior college provided local young men and women opportunities for higher education that had not existed before. The junior college often became, in a limited way, an educational and cultural center of the community. It also took on most of the trappings of the "collegiate way," and it was usually very careful to emulate the university to the fullest possible extent. At the same time, it was often subject

to the policies and administrative style of the local public school district.

By the 1930s the junior college had already established some of the basic building blocks of the community-based college. It had inherited the utilitarian leanings of the land-grant university, and it was often controlled by a local board or advisory commitee. It was becoming a positive force in the communities it served, and those people who led or taught were creating the "open-door" concept. The valuing of all students, regardless of background, and the nurturing of those who attended was to become a cornerstone of the community-based college.

Although the pre-World War II junior college had some elements of community-based education, it was the rapid social and technological changes of the postwar period that provided the impetus for the completion of the definition of the community-based college. The majority of the new colleges established in this period took on the name *community college,* and many existing junior colleges changed their names to incorporate the term. Problems related to race, poverty, urbanization, and rapidly changing employment patterns mandated a broadening of the college mission to provide a more comprehensive base for the development of human resources in the community.

A major factor in the evolution of the community-based concept since World War II has been public higher education's emphasis on university extension, adult and continuing education in general, and the increasing scope, sophistication, and impact of the community services function in the community college. Community services, based on the idea of providing educational services to individuals and groups without being wed to traditional academic forms such as credits, semesters or quarters, and grades, found a responsive new clientele. Adults seeking job upgrading or wanting to expand their avocational interests found these new programs of the community college well suited to the natural grain of their lives. Unlike traditional collegiate programs, community services for many adults represented an approach to reentering the educational sphere and to merging educational experiences with their work, family, and other life experiences. As these programs grew in diversity and depth, a redefinition of the meaning of *college* began to emerge for adults.

As the critics of higher education decried the ghettolike influences of educational experiences restricted to the isolated college campus, community services became the method by which community colleges made their first tentative efforts to move from a campus-based to a community-based orientation. The first step was typically the establishment of one or two extension centers that made college services more accessible to those in the community. Then the nature of the service itself began to change from the purely academic to the development of attitudes and competencies relevant to life on the streetcorner, in the shop or factory, and in the home. This signaled a turn in the basic mission of the community college, a maturing away from the strictures imposed earlier by "Father University and Mother High School," as Max Raines has referred to it.

The idea of the community-based college is a natural phase in the evolution of the community college. Its antecedents are found to some extent in the historical development of the community college, and particularly the development of community services and continuing education. It is also important to note, however, that a major impetus for the community-based institution has resulted from dramatic changes in community life.

For example, the continued weakening of social distinctions in our society is a trend that nourishes community-based education. Women, senior citizens, people in institutions, and racial and ethnic minorities are joining traditional student groups to form new enrollment mixes. Identity as a student is now a thread that joins people of all ages and walks of life throughout the community.

The diversity of nontraditional learning approaches that has emerged in recent years also nourishes community-based education. It has made possible the extension of learning to areas such as the home, the plant, and the hospital. Mobile classrooms and counseling centers, television courses, in-plant training programs, and tutorial or independent study programs are examples of the diversity of approaches that are moving the community college from a campus-based to a community-based institution.

One additional trend that has an impact on community-based education is the changing social role of higher education. In an earlier period in our history, the entire community shared in the socialization process we call education: family, neighbors, relatives, church, shop, factory, school, and college. Then, for a variety of

reasons, this process over time came to be seen as the exclusive province of the schools and colleges. Today there is some evidence that the trend is reversing and that society will no longer see schooling and education as synonomous. As television viewing, travel, work, and other life experiences are increasingly viewed as educative, the college campus will become only one place of learning within the person's total educational environment. In this new climate the community-based college will not view itself as the exclusive educational center of the community, but rather as the agency that weaves the fabric of education—wherever it happens in the community and in whatever form—together.

One need only note the recent increases in part-time adult enrollment in community colleges, increased demand for occupational programs directed toward career upgrading, diversification of student backgrounds and life-styles, and interest in educational programs related to life roles such as parent, consumer, citizen, and worker, to realize the profound impact that changes in community life have had on community colleges. What we now call community-based education is an evolving, institution-wide phenomenon that pervades all areas of college life.

A community-based college is characterized by its efforts to coordinate planning with other community agencies, its interest in participatory learning experiences as well as cognitive ones, the wide range of ages and life goals represented in its student body, and the alternative instructional approaches it arranges to make learning accessible to various community groups.

Community-based education represents a diversification of the social role of the community college. The mandate of the college—to provide occupational programs, general studies or liberal arts and science programs, student services, developmental or remedial studies, and community services—is basically unchanged. What *has* changed is that the college degree represents only one result of the collegiate experience, although a very important one. As adults move in and out of educational experiences as a natural part of their daily lives, they achieve educational objectives that are personally rewarding but not always marked by a credential or a diploma. Making the appropriate educational experiences available requires the community college to provide a diversity of programming, planning, organization, and delivery systems. That is the hallmark of the community-based community college.

Gunder A. Myran is president of Washtenaw Community College in Ann Arbor, Michigan.

A step-by-step approach can avoid potential problems in moving toward community-based operations.

planning: how to get there

max tadlock

No college can call itself community-based until it is ready to step through its own open doors and out into the community for mutual guidance, support, and participation.

For the college wishing to explore the dimensions and implications of changing from its normal institutional focus to a community focus, the best processes themselves are community-based. These processes enable the college to contribute to the community at the same time it draws on community resources to determine what is needed and how best to meet the needs.

Too often colleges serve their communities by following one of three planning patterns.

Mahomet-and-the-mountain planning

This institutional planning says, *Exist!*, and if they need you badly enough they'll come up to your level.

afloat-on-the-seas-of-change planning

This purely reactive planning may well result in an institution in full sail, running before the winds of change whichever way they blow, sailing without a course but making splendid time to

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everywhere. It is often well covered in the media and much admired as innovative.

traditional-wisdom planning

Based on the folk wisdom of the educational community, this planning approach often prescribes effective medicine. However, like a newspaper medical column, it may miss the mark at times because the professionals do not confer with the actual clients on the needs, the treatment, the probable outcomes, the side effects, and the costs (that is, is it worth it?). The process may use advisory committees, but they tend to be convened to support program concepts developed a priori by the professional staff.

However, *community-based planning* calls for *full partnership* of the college, community, business, and other educational and governmental agencies in determining the needs of the community, what roles if any the college should play in fulfilling those needs, and how best these needs could be accomplished.

The model most community colleges have followed, wittingly or unwittingly, is the marketing analysis process of the business world. Its goal is to find the needs in a service area that fall within the mission and capabilities of the organization. This model requires answers to six questions. *Whatever the order of accomplishment, the answers to one question may cause you to reconsider the answers to another:*

(1) *What do we believe?* A statement of your mission in operational terms—not the traditional philosophy (or advertising) rhetoric, but what you are actually prepared to allocate your resources to accomplish for your community and its citizens.

(2) *What are we doing now?* A profile of your institution—an inventory and analysis of what you are already accomplishing to meet community needs and the strengths and limitations of your program and delivery.

(3) *What's the potential?* A profile of your community—a definition of your marketplace taken from already available sources and original information developed by you that identifies major community needs, trends, and resources. Programs and services of other colleges and communities may provide leads for further local inquiry.

(4) *What's our optimum?* A best-fit analysis of community needs and trends with the resources and capabilities of the college and of other agencies to meet these needs. This process sorts out the role your college, as one of many agencies in the community, should play in the delivery of educational services—sole source, enabling agency, coordinator, cooperator, well-wisher, nay-sayer. From this step you can determine the thrusts of your own community-based development and the level of cooperation and coordination required with other agencies.

(5) *What's our plan?* A detailed program, services, and delivery schedule based on a market or needs survey and analysis that is organized for continuous updating. This step will test the reality of your stated priorities—in street terms, are you putting your money where your mouth is?

(6) *How well are we doing?* A continuous two-level evaluation of your effort to remain community-based utilizing: (a) the market test—that is, the readiness of individuals to "buy" what you are offering; and (b) a professional analysis of the compatibility of your offerings, priorities, stated mission, and resource allocations with the needs of your community and its citizens.

Done properly, the process will accomplish the following:

- Discover the services from which the community and its citizens could profit and which fall within the mission of the college
- Assess the capabilities and willingness of the community to deliver or support those services
- Identify available people, facilities, and existing programs, organizations, or institutions that could be utilized by the college in delivering those services
- Determine priorities for program and service offerings and for resource allocations
- Set the stage for the college and its staff to take the initial step through its own open doors out into the community.

Community-based needs assessments utilize but go beyond the conventional needs-assessment techniques familiar to most educational planners (and not described here). The process calls for skilled professional leadership to ensure that the college is committed to the limit of—but not beyond—its mission or capabilities. At the same time, it also calls for the educational leadership to exhibit considerably more faith in the good sense and wisdom of the

people of the community who are the clients who support, and in the case of public colleges, actually own, the institutions.

> *Caveat:* If you undertake the assessment process described here, you will be implying your institution's commitment to a community-based educational service. *Do not raise community expectations and staff anxieties with this process unless you are prepared to follow through.* Many people will participate and their commitment will be real.

Undertake the first three steps simultaneously with broad participation of faculty, students, staff, administration, and trustees where possible, with the understanding that they are preparing background material only, not final answers.

Step 1. Using a task force, reexamine and rewrite if appropriate the mission and goals of your institution, relating them directly to service to the community and its citizens. Explore economic and social as well as educational implications.

Step 2. Using a task force, develop a succinct profile of your institution, showing its current strengths and weaknesses in meeting its mission and goals, with particular attention to community needs at large and to the needs of students as members of the community.

Step 3. Using a task force, develop a profile of your community with particular attention to significant patterns, trends, and characteristics. Describe your community's people; its organizations and agencies; its governmental organization; its businesses and industries; its agencies and institutions; its media; its social, economic, and cultural characteristics; and the special forces at work that change the community and its physical characteristics.

Step 4. Organize and publish the results of steps 1 to 3 as the homework package for participants in a large intensive planning conference, or charrette, involving equal parts of community and college personnel. The package is sent in advance to all participants in the conference (described in step 5) and is made available to all college personnel.

Step 5. Organize and conduct a major needs-assessment and planning conference to accomplish the following goals:

- Reexamine and restate if necessary the mission of the institution
- Validate the profiles of the institution and the community

- Determine what specific resources of the community and the college can and should be mobilized to meet community and individual needs.
- Determine ways to optimize the educational services potential of the community through the agency of the college and other institutions
- Set priorities for any changes indicated
- Construct an action plan for initiating major operational and programmatic changes
- Secure commitments from both community and college participants to support and/or participate in the changes called for.

The conference participants should be divided equally among college and community representatives. College participants should include not only those personnel who have much to contribute, but also those who may be most affected by any major change.

Community representatives should be selected from a number of sources representing potential needs or markets and probable resources. In this initial assessment and planning conference it is important to get individuals who can make commitments for their organizations, agencies, or businesses. (In smaller follow-on planning conferences focusing on specific needs and resources, representatives who will have implementation responsibilities should be designated.)

The management of such a conference is critical. Many busy people will be asked to donate much expensive time. If the college has not conducted a major conference with top-level business and professional representatives, it may be advisable to secure outside professional assistance in both planning and managing the process.

Step 6. Edit and publish a needs and resources analysis with a broad program for action based on the outcomes of steps 2, 3, and 5. Distribute this broadly, and invite both input and inquiry about how the college may either assist a segment of the community or utilize a special resource.

Step 7. Organize smaller follow-on conferences in specific needs areas, with participants representing community and college interests in those areas. The goal of these conferences is the development of specific mutual participation plans between the college and community organizations, agencies, and businesses.

Step 8. Develop through the professional staff a continuously updated information base of needs and resources. Without special

attention in this area the college will find itself undertaking planning based on how the community *was* rather than how it *is*.

Step 9. Develop an evaluation system that not only utilizes but contributes to the information base that was organized in step 8.

The first measurement is whether the clients continue to support and enroll in the program. This measurement is straightforward and utilized already by every school in the country. It does not say the program is good or bad, only that is is supported.

Other measurements require more sophisticated professional judgments and may call for outside assistance at times. The college's goal should be a system that balances costs (all resources) with the benefits to the community. Factors that must be accounted for include the mission, college and community priorities, the resources allocated, and both direct and indirect benefits.

No ready-made solutions fit these requirements, and the college may find that, at least in the beginning, a critique of their efforts by those who helped plan them may be the best solution readily available.

Because all these evaluations deal with community needs and capabilities, they add to the information on which the professional staff should base its programming decisions.

However the colleges choose to move toward a community-based operation, they will find that the system described above deals with every critical element experienced by the schools which have made the early moves:

- Faculty and staff participation
- Community input and commitment by decision makers
- Links between the present and the proposed
- The development of an information system on which to base both planning and evaluation decisions
- And most important of all, shared priority setting and planning with those for whom the college was organized: the community

Max Tadlock is president of Tadlock Associates, Inc., in Los Altos, California.

Seeking and training teachers capable of teaching in nontraditional modes is essential for community-based programs.

staffing: where and how

william a. keim

There is no more important consideration in any educational operation than the quality of its instructional staff. No one can argue with this; it has been the fundamental criterion for education since antiquity and requires that a person not only know his or her subject or discipline but also know how to teach the subject.

As in all human enterprise, there are distinguishable degrees of excellence in teaching that characterize the state of the art and provide a wide range of teaching style, competence, and objectives. The community-based college attempts to select and train a competent staff of instructors, administrators, and classified personnel from this wide range of professional expertise.

what is the problem?

The problem is a simple one, but the solution is very complex. We must find and train a cadre of teachers who fit the following characteristics:

(1) Willing to teach part-time
(2) Have little or no training in the field of education
(3) Willing to deal with the new student and with student motivation and achievement problems
(4) *Willing to be trained* to be a functional part of a community-based enterprise

Since community-based education is an effort to offer an alternative to tradition, it is necessary that we seek and train teachers capable of viewing teaching in nontraditional modes. We need humanistic and knowledgeable practitioners.

where are the teachers?

There are six identifiable sources for potential teachers in the community-based college:

(1) *Existing interested faculty* of our campus-based colleges who accept overload assignments.

(2) *Personnel from externally funded projects* for specific clientele —for example, the disadvantaged.

(3) *Community education personnel* with specific skills in marketable disciplines who have shown particular interest in students and individual needs. Our communities have many business people and retired teachers who might be interested in expanding their own careers or personal objectives into additional teaching experiences.

(4) *University graduate schools of education.* Out of each group of graduate students there is a small force of inspired and potentially great teachers. They are searching for better ways to improve the human condition and often are disillusioned to find no outlet for their imaginations. The systematic destruction of this group by the traditional system is a sadness endured by all caring faculty members of our teacher-training institutions. An early identification of these people is obviously advantageous and might even bring about some reform in the university college of education, where it is perhaps needed the most.

(5) Other areas of the university not to be overlooked are the many *departments or divisions that deal in adult and extension education.* The products of these units are usually well grounded in understanding individual differences and have discovered mature learners and their learning preferences. Most are community oriented, and most field workers can assume a part-time assignment. This group may be the greatest and most potentially effective work force on the community-based scene.

(6) *Public school educators.* Many of us entered the world of the community college by way of the public schools, and we must recognize that many of our finest instructors and administrators are

from that teaching environment. There is still a great resource there, and many teachers in our urban school systems are well acquainted with the frustrations of individual differences and needs. An army of good teachers is waiting, many well trained and thoroughly familiar with community problems and competency-based instruction. Most would be willing to participate beyond normal expectations in part-time training and experimentation. We need only look for them.

Of these six groups, two seem to represent an immediate potential work force, and both are used to some degree by many colleges in their efforts to master the community-based delivery system.

Personnel from Externally Funded Projects. Perhaps the most neglected part of the present-day community college scene is the manpower resource in externally funded projects. Hardly any urban college operates without soft-money programs for the disadvantaged or other specialized clientele, and for the most part these people are student centered and promote individual learning. Many of the programs are counseling oriented and include community contacts and job placement as part of the services offered to students.

The Community Educator. Thousands of people in the business and industrial community are interested in teaching and would make excellent community-based instructors, tutors, and coordinators.

These potential teachers need only to be made aware of the opportunity to become part of a part-time specialized instructional force. Experience has shown that most community educators have had no formal training in teaching but nevertheless make excellent instructors in their area of specialization.

The most convenient and effective system for identifying community educators is to go directly to business organizations, social agencies, trade unions, and public service agencies. Today most organizations employing over two hundred people have an employee training division. This is the primary contact for larger sources of personnel, and a simple review of a district assessment study will reveal smaller agencies from which to recruit potential instructors and staff. Community agencies will cooperate because the additional training of their people will benefit their own train-

ing division; and because we are looking for part-time instructors, organizations will not view this as a threat.

Pioneer Community College in Kansas City, for example, has extended its community base by delivering courses (some as contract arrangements) directly into present employee-training divisions using the on-hand teaching staff of the employer as the major instructional resource.

In addition to the vast potential of instructors in the world of commerce, a growing number of retired teachers live in retirement communities and have found that leisure-time activities are unsatisfying and jump at the chance to reenter the teaching profession on a part-time basis. Some are fine instructors, and many are skilled in dealing with individualized instructional techniques. If retirement communities do not exist, an advertisement in the newspaper will attract this potential work force.

training community teachers

There are good, well-motivated people on the scene, and the trick is to make wise and productive use of them. This can be done in two ways:

(1) Projects can be developed and new proposals for external funding written to include specific staff time for community-based education activities.

(2) Existing projects can be modified to be open ended so that increased activity, either counseling or instructional, can be accommodated. Many projects are already constructed to accommodate additional students and activities, and most project overload activities beyond their normal working day.

At the very least, a nucleus of full-time trained professionals and support staff for community-based activities exists in our college structure, and most of these people are anxious to participate in staff development programs for part-time instructors.

The Training/Development Program. What we have to work with are essentially two groups: (1) those with training who need retraining for a community-based operation, and (2) those with little or no experience in instruction. The trick is to make use of the expert in community-based education as a program manager whose responsibility is the development of a team of part-time specialized instructors.

Terry O'Banion, writing in *Teachers for Tomorrow* in 1971, suggests that what is needed for the 1980s is a teacher who is humanistic, has the ablility to teach, has a knowledge of both the community college and the community college student, can evaluate, knows teaching techniques and alternatives, and is well grounded in his or her subject matter. If we are to achieve this ideal, it is necessary to organize our training programs around a curriculum program manager who could be a full-time teacher/counselor within the college. These "master teachers" must be carefully selected and themselves trained in the processes of management.

The Program Manager—Staff Developer. If community-based institutions are to rely so heavily on the hiring of part-time instructors, it is obvious that there must be an ongoing program of staff selection and development. The brief experiences of community-based institutions tend to confirm the practice of emphasizing selection and development at the program or specialized discipline level. Since competency-based instruction is linked closely with individualized effort, it is obvious that the close human factor is very important. Classroom managers and facilitators are beginning to look more and more like counselors, and program success is linked inexorably to the instructor's ability to deal with each individual on a one-to-one basis. People who have succeeded in this endeavor should be encouraged to assume the primary role in the selection and training of part-time people.

There should be a small cadre of full-time program managers who select the teachers and direct the training of even larger numbers of part-time personnel.

These full-time people, of course, are already among us in our projects, attempting educational reform. They are the risk takers and require our support. They represent our best chance to produce the ideal teachers to implement community-based education.

The Development Program. The program manager should conduct *brief* sessions concerning the following:

(1) The nature of the community-based college
(2) Characteristics of the students
(3) Teaching methodologies:
    (*a*) learning theories
    (*b*) teaching techniques
    (c) evaluation methods
(4) Curricula

Small Sessions. To be effective, these sessions should be brief and in all likelihood should precede the actual teaching experiences, particularly in the case of community educators. The program manager must work with the community educator through the first few teaching experiences, offering advice, supplying materials, and helping to select supplementary instructional methods. It is vital that the program manager give explicit advice and details on evaluations.

Large Sessions. It is recommended that all part-time people be brought together as a total college work force at least once during each period of instruction. This large group should provide a talk session with a free and imaginative exchange of teaching ideas. It should *not* be a meeting devoted to administrative dicta or speeches by administrators about details of requisitions or registration. These informational details should be left to the program managers so that the flow of instruction is not interfered with. Day-by-day management details should be left to those who handle them on a day-by-day basis.

conclusion

Staff selection and development is the most critical factor in the success of the community-based community college. All other considerations of the college—fiscal, managerial, marketing, delivery, and so on—are secondary to the fundamental truth that without the appropriate learning taking place, the institution is approaching obsolescence.

There is no existing model for the perfect selection and development of staff in such an unfamiliar mode as the community-based institution. We can only search for the best methods available to us for teacher selection and development. We look for risk takers, psychologically secure individuals with a flair for excellence and innovation, and for the person who is, above all, the humanist that community-based education requires.

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Managing the community-integrated institution requires organization, precision, group leadership, and a tolerance for the ambiguity of immersing oneself in the multiple lives of other people.

management: living at the nexus

peter p. smith

When a college integrates itself with its community, the traditional patterns of management, governance, financing, and educational delivery appear to go up for grabs. This chapter will contend that the *patterns* do in fact go up for grabs; the functions themselves, however, do not. All too often, there is a confusion between new functions and reallocated or reclustered functions.

A good example drawn from the educational program would be curriculum development. On college campuses the faculty develop as well as teach the curriculum to the students. In a community-integrated college community, practitioners may well do the lion's share of the instruction. This does not mean that the curriculum development function should be ignored. Neither does it mean that the community practitioner should necessarily develop the curriculum. It may be logical at times for the curriculum development responsibility to reside with a full-time staff, while the instructional function is assumed by the community practitioner. In this case, the function of curriculum development has been retained. It simply has been separated from instruction and responsibility located in a different place. That is a changed pattern of education.

So, too, the manager of a community-integrated institution must have other skills in addition to those ascribed to good manage-

ment of a traditional college. For example, the main characteristic of the job itself is that the manager works at the nexus between his or her organization—the community it serves, and the individuals it serves—and therefore is a conditioning factor. This implies a lateral organizational structure, one that can more readily interface and integrate with other organizational structures throughout the community.

What should a "nexus manager" do? First, he or she must understand community organization. It is not enough to simply have dreams for what a community can be. The nexus manager must know how a community works—its grapevines, its myths, its history, and its culture. Second, the nexus manager should have had experience in and understand the flexible management of resources. As will become clear later, community-integrated education demands more than the traditional management of a given budget. Instead, the budget of a community-integrated college must have a great deal of liquidity in it so that the institution can be responsive to the program needs of the community throughout the year. Consequently, the person who manages that budget must be a good resource manager. Finally, the nexus manager must know something about the assessment of adult learning needs and the logistics of serving adults. It is not enough simply to say we shall do these things. Adults have particular and peculiar attendance styles, learning needs, developmental stages, and learning styles. Integration with a community embodies a commitment to access for any person. If the institution is not ready managerially and logistically to remove the barriers to access that even the comprehensive community college may put up, then the institution will be less successful.

management skills

The person who manages a community-integrated college must possess the skills of good management as they are traditionally defined, though not always traditionally practiced, as well as skills in leadership, brokering, and facilitating. Although leadership speaks for itself in many ways, we see it all too seldom. What we need is a person who can catalyze, combine philosophy with procedure, and conceptualize the effect of that synthesis. As a broker, the manager must value the trading of both information and author-

ity that must occur if institutions and agencies are to work together in a noncumbersome way. Finally, as a facilitator, the manager must know how to listen, when to guide, and what kind of intervention is appropriate in a given situation. The manager works on the interface between his organization and several other organizations and agencies in the community. He needs brokering and facilitating skills because the elements of the task of nexus management demand those skills. Following are four examples:

Accountability. Traditionally, the manager of a college is seen and sees himself as accountable to his or her immediate superior; to the board of trustees, faculty, and students of the institution; and to the political decision makers of the state. The intensity of those relationships varies from situation to situation. In most cases, the manager is not only personally accountable but is also commonly held accountable through the data and/or performance indicators that the institution generates. In community-based education, all the above conditions are true. The same people want to know how you are doing, and there are measures to find out. However, the citizens served by the program, as well as the community practitioners who are teaching and the organizations, businesses, and agencies with which the college works, must be added to the list.

An additional indicator goes beyond traditional data: the concept of accountability changes in community-integrated education to include personal dynamics as a *central* feature. Working in the community creates a series of peer relationships, and community agencies, practitioners, and learners will hold the organization strictly accountable for the quality of personal treatment that organization gives its community on a daily basis. For example, if the low-income grapevine says that your college does not mean what it says, then those people will not come.

Part-Time Participation. When curriculum development was discussed earlier, an example was used that placed instruction with community people. That is the way it happens at the Community College of Vermont. Clearly, an instructional force that is entirely temporary and part-time leads to a different pattern of participation. Those people have different expectations of both the institution and the students. This suggests that the rewards system for temporary faculty should change also. For the manager, these questions are extremely important. For instance, is money the only

reward, or, in addition to money, can we add the chance to share one's practical professional experience with other people and the intrinsic enjoyment of working with adults as a community commitment? Certainly it is more than money that motivates people to serve on the United Fund and local school boards. Why can the same not be true for community-integrated education?

On the other hand, part-time participation has a certain set of strengths and weaknesses which must be understood so that the program can be well managed. Obviously, the advantage in this case is flexibility and responsiveness as well as community involvement. A possible handicap is that some areas of learner needs may not be met because the community does not possess the resources. In my experience, this does not happen too often. However, it is clear that the nexus manager must understand the importance of a new reward structure and the strengths and weaknesses of a community-integrated model if it is to be well and humanly managed in a consistent fashion.

Resource Management. As just mentioned, community-integrated education calls up the difference between the administration of a budget and the management of financial resources on a daily and weekly basis. If you do not have money, then the flexibility with which you can respond to the learning needs of individuals and groups in the community you are serving throughout the year will be seriously compromised; consequently, the mission of your college will be equally compromised. There must be an understanding of and appreciation for liquid versus fixed assets and resources and a series of procedures for the management of those resources.

Standards. Although, in my estimation, standards are vastly overrated as a reasonable discussion point in higher education, the issue of standards in a community-integrated institution is a real one. First, the entire academic operation of the college is highly visible, public, and literally in the consumer's living room in some cases. Therefore, personal impressions of standards become very important. The manager must adopt good process and procedural techniques for managing the quality of education even though the authority for its delivery has been brokered and facilitated through several organizations in the community. The issue here might be seen as consistency in the evaluation of learning and learning environments. No college ensures or even suggests that uniformity is

desirable. On the other hand, no college would suggest that a completely discretionary approach to evaluation and teaching is wise either. In the middle of that continuum is the notion of consistency: common process with different outcomes. Because the physical setting of the campus is missing, along with the comfort of a full-time faculty to do the teaching and the judging, the process management for standards and evaluation is absolutely essential for the nexus manager.

problems of the nexus manager

With all this, even if it is done well, there is a variety of problems that will continually face the community-integrated institutions manager in the near future. First, there is the problem of distinguishing between community service programs and credit programs. In my opinion, the distinction is false, and the mission of community-integrated institutions is to look at learning wherever, whenever, and however it happens. This has a great deal to do with the kind of academic and evaluation structure of the community-integrated college. Nevertheless, the manager must be sensitive to the perceived distinction between community service and credit education and must work to reduce or at least clarify the difference.

Second, the community must be integrally involved in the planning processes in the college. Here you have community adults as learners, community adults as teachers, and community adults as planners. It is more than the traditional advisory council function about which we have heard so much. It is more vital, it is more important, and it is more dignified. The assumption is that the combined wisdom of the community will make the college go, and go well.

Third, the community should be involved in judging the college's performance. At the Community College of Vermont, community review boards, convened by the college, judge student learning contracts and award the Associate Degree. Of course, there is a process for selecting and training these local review committees. However, they have real authority over the educational program at the Community College of Vermont.

A fourth problem is the whole logistical area that was briefly referred to earlier. How do you muster student services and faculty services in a college that has no physical location? Where does the

financial aid get written? Where does remediation happen? Where does staff development happen? And so on. These services must be public and visible and available to all the students. I believe that the logistical management of the administrative and educational side of a community-integrated college is by far the most difficult feature of the nexus manager's role.

All the problems and questions raised in this discussion are related to the visibility of the community-integrated institution and its services to the community. Some of the issues have to do with the visibility of the institution. How do we present services when there is no campus? And some of the issues have to do with the very high visibility of the quality of the personal service the institution puts forward. If the president or any of the staff work literally in the community, their behavior every single day has a tremendous impact on the success of that institution. Although that is true in any community college, in the case of the community-integrated institution, the community at large *is* the college community. *There is no place else.*

summary

In conclusion, I would say that the primary question facing a nexus manager at a community-integrated institution is that of authority. Which part of the postsecondary education functions are the manager and the institution willing to share with the communities they serve? And how do they choose to share so that the sharing is real and dignified? On a campus, the roles and authority are clear and largely set by tradition. But in a community-based college, these questions are exacerbated by the transference of campus values into the environment of the community. In a community-integrated college, the manager and the institution must accept and value the standards, resources, and capabilities of the community as primary indices of what the postsecondary program will be. There is no doubt about the source of authority, even when the authority has been shared. This kind of a manager has convictions about that.

The community-integrated manager is in the vanguard of higher education management as we know it today. If a college chooses to be community based, the manager may well have a campus with its attendant comforts as a retreat. If we continue

to operate on a campus, the managerial function stays the same. On the other hand, when managers venture into the community to stay, taking their invisible institutions with them, their traditional management skills will be severely tested and must be accompanied by the kinds of skills demanded by this new environment: organization, precision, group leadership, and perhaps above all a tolerance for the ambiguity that comes from immersing oneself in the multiple lives of other people.

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Selecting the medium for transmitting information is as important as selecting the information itself.

delivery systems: meeting the multiple needs of diversified clientele

hyman h. field

Assuming that "community-based" is one end of a continuum, with a total campus-based approach at the opposite end, then almost every community college is community based to some extent. The very name community college, if lived up to at all, indicates some community involvement. The college with an occupational advisory committee; the college with a program for some type of nontraditional learner; the college with a program, however meager, of community services—all are community based in some way. Some colleges have been forced into community-based delivery systems entirely because of financial and space limitations. They hold classes in storefronts, libraries, churches, and community centers, to name only a few of the locations available for instruction in communities.

Even though many colleges have successfully taken their programs into the community, the type of delivery system employed has usually been quite limited. In most cases the delivery mode is a faculty member meeting a class in a community facil-

ity. This may be satisfactory, but it only begins to touch the surface of the great variety of delivery systems available to community-based colleges. The purpose of this discussion is to deal with some of the means of delivery and their unique capabilities and to look at some variables that can help in the selection of appropriate media.

There is nothing new or unique about many of the means of delivering instruction to the community. Textbooks, student manuals, and workbooks have been used in instruction almost since printing began. Another print medium, the newspaper, is inexpensive and easily accessible to learners in the community but only recently has been used for instructional purposes. The mass media in general, including the newspaper, provide ready access to the learning community. One would be hard pressed in these times to find anyone who does not have access to at least one television set and radio receiver. In fact, there is a tendency to take radio with us wherever we go.

There are other media that, although in some cases not available on a mass basis, are certainly worth considering for community-based instruction. Audio cassettes, for instance, can carry special verbal or musical instruction that may not be suitable for broadcast radio. Foreign language drill could be a bore to the general radio public, but it could be a valuable instructional aid when sent via audio cassettes to learners. They are readily available, and the learner can record his or her responses and return them to the instructor. The range of possibilities for television distribution systems—such as the television satellite with a signal that covers vast areas and permits two-way audio communication; or the instructional television fixed service (ITFS) system, which have limited transmission range but provide multiple channels and greater time flexibility for instruction—is only now beginning to be explored.

Nearly everyone has a telephone. It is relatively inexpensive. It is extremely flexible—an instructional unit can be offered at any time of the day or night. It is timely—a political science course can present instruction about a political convention almost immediately after it occurs. It is time free—recorded instruction can be accessed by students at their convenience. With careful instructional design, it can be an ideal delivery system for community-based instruction, but to date only a few institutions are using it.

Other delivery systems are just beginning to appear on the scene. In the near future video disc players will be on the market at generally affordable prices. When the entertainment industry has sufficient programming available on disc to warrant the expenditure, people will begin to buy the playback machines, and when they are available in homes, they can be used for instruction. An hour of video information with instant stop, still frame, and immediate review capabilities for approximately $10 (the projected cost of a disc) opens all sorts of instructional possibilities.

The Goldmark Rapid Transmission and Storage (RTS) delivery system is capable of storing up to 30 one-hour slide/sound and motion programs on a continual 60-minute video tape (or 60 half-hour productions, 120 quarter-hour segments, and so on), then transmitting them undisturbed at a very rapid rate to an unlimited number of television receivers simultaneously or in varying configurations as described. For noncampus institutions that use widely dispersed community learning centers, this may be one answer. One technician can transport the device in the trunk of a car to a center equipped with closed-circuit television. If you consider that it might be desirable to visit each center at least twice a day, one person with a playback machine may be able to service up to four centers daily. While the lessons are being shown, the instructor can act as a tutor/administrator. The programs can also be broadcast over open or cable television.

Obviously all these means of delivery are not equally effective either as instructional media or as ways of reaching the intended learners. In a particular community-based system, some delivery systems will be more appropriate than others. An institution that is trying to reach individual learners in the community might use print-based instruction, radio and television, audio cassettes and the telephone, and video discs. This institution would probably find it impractical to deliver instruction by having faculty meet with the learners or by media such as motion pictures or the Goldmark RTS system. On the other hand, if a community-based college's major emphasis is to provide instruction for single groups in the community, a faculty or some non-mass media delivery system may be ideal. If there are multiple groups in the community engaged in the same instruction, then mass media might be used in conjunction with faculty. A television presentation might cover the basis of data processing, and a faculty member might meet

with various groups at other times to lead the group in discussion or assist in projects related specifically to that group's interest. If groups are widespread, satellite transmission may be appropriate. In an urban setting, an ITFS system may be ideal for reaching groups scattered throughout the city. We have already seen the possibility of using the Goldmark system to reach groups in urban areas served by noncampus colleges; the system can also be used effectively in rural areas.

choosing a delivery system

With the variety of delivery systems available to a community-based institution (and the list above is not all-inclusive by any means), how does a person decide which one medium or combination of media will best serve the needs of the institution? There are several variables that can be examined to help select the appropriate media for any given situation.

Instructional Requirements. There are restrictions or conditions imposed on media selection by certain subject matter or learning objectives; some of these restrictions or conditions are:

(1) *Group Interchange/Individual Learner.* If a learning objective requires that there be group interchange in the form of discussion or group projects, it may be necessary to have a faculty member meet with the group or select a medium whereby two-way communication is possible.

(2) *Reinforcement Requirements.* In teaching a spoken foreign language, immediate extrinsic reinforcement may be required. If so, there has to be a way for an instructor to interact immediately with the student on a one-to-one basis. Acceptable delivery systems are restricted to the faculty in a classroom or laboratory or perhaps through the telephone. Use of satellite would be technically feasible but prohibitively expensive.

When teaching someone to read, understand, or write a foreign language, on the other hand, delayed reinforcement may be appropriate and reinforcement be intrinsic. Any number of media will work individually or in combination. A print-based, individualized workbook in combination with audio cassettes may be ideal.

(3) *Instructional Information Format.* The type of information display required to teach a particular subject can be a major deter-

minant in delivery system selection. To teach the understanding and appreciation of ballet, one relies largely on visual information with motion. Motion pictures, television, and a live instructor will all work in this situation, whereas print or audio will not. On the other hand, mathematics can be taught effectively with print. To use an expensive delivery system like television for mathematics might be wasteful unless there were other conditions to justify its use.

Learner Characteristics. The specific circumstances and characteristics of the learners should be carefully considered before determining the delivery system.

(1) *Location.* Are students spread over a larger geographic area? Are they participating in the instruction at home, on the job, in an institution, or in some sort of classroom in the community? As can readily be seen, the best delivery system varies with different locations. A system easily delivered to individuals, such as print, audio cassettes, or television and radio, can reach students at home or in institutions. A faculty member or some non-mass media, such as films or slide/tape presentations, may be most appropriate for groups coming together in a community classroom.

(2) *Mobility.* Can students come to a central location, or do they have limited mobility? For students who are institutionalized or severely handicapped, a delivery system should take the instruction to their location.

(3) *Motivation.* This variable is too often overlooked. It is assumed that students will benefit from material which is instructionally sound. But for those students who are participating as individuals, the material's attractiveness, the excitement built into the material, and the involvement required of the learner can be as important as the content and instructional design. As an example, consider two uses of a print-based delivery system. The first use relies heavily on rather traditional texts, with perhaps some end-of-chapter study questions. The second utilizes carefully designed student manuals that require the student to actively engage in the process rather than passively taking in information. The latter delivery mode helps maintain the student's motivation in the course and leads to a higher completion rate.

(4) *Expense.* How much can the student afford to spend, beyond tuition, to obtain the instruction? For many institutions partici-

pating in community-based instruction, the majority of the potential learners are in low-income groups. It would be dysfunctional, therefore, to rely on a delivery system that would be too expensive for the student. A totally print-based course might include three or more books (a text, a student manual, a workbook, and a reader) and cost as much as $30. A television course may require only one book costing $10, and the student can receive the television lesson for only a few cents in electricity costs.

(5) *Schedule.* Many students desire further education but have been prohibited from attending the more traditional offerings because their work or home schedules will not permit it. How many institutions can now serve such students as firemen or policemen, who may work days for two weeks and then work nights for the next two weeks? Community-based delivery systems such as individualized print-based instruction, open labs (perhaps in storefronts or mobile vans), and the telephone can easily accomodate these students. Even television or radio can be effectively used if each lesson is repeated at several different times.

Institutional Cost. Today it seems that everyone is concerned with budgets. The cost of acquiring or developing material to be used in any delivery system must be carefully considered. Institutions with limited budgets will obviously look first at the more inexpensive delivery systems such as print, audio cassettes, or even a faculty member meeting with a group. However, they should keep in mind that the eventual cost to the learner is also important. Careful planning and cooperative arrangements with other institutions and agencies can make the seemingly more expensive media realizable. This is particularly true if one considers the vastly increased potential student enrollment expected with a television presentation as compared to, say, one faculty member lecturing in a community center.

Ease of Administration. An institution should look carefully at its ability to administer various delivery systems. A community-based operation dependent primarily on securing classroom locations throughout the community may have to arrange for registration at each site and would have to disseminate student materials at each site. A system based on individualized material and mass media may be able to administer the entire program through one centralized location.

summary

Various delivery systems involve different levels of complexity once the instructional program is under way. The simplest system probably involves a faculty member lecturing in a community center. A multimedia delivery system with individual students participating on a self-paced, time-free basis requires an elaborate administrative mechanism to enroll students on a continuous basis and to move them effectively through a course at varying rates. An institution should evaluate its ability to mount and finance the administration of various delivery systems being considered.

As each instructional program is developed, the variables existing at that particular place and time must be carefully weighed. One effective way to do this is to develop a matrix that lists the possible delivery systems on one dimension and student and institutional requirements on the other. By filling in the matrix, one can determine the delivery systems which fulfill the greatest number of requirements for that particular community-based instructional program.

In this discussion we looked at many of the delivery systems available to community-based institutions and considered some of the more important variables that should be considered in selecting delivery systems. No one system will be appropriate for every community-based institution. Nor will any one delivery system satisfy the requirements of every instructional program within a given institution. To make the best decisions, one must have a thorough knowledge of the community to be served and must understand and consider the unique needs and interests of the community's students.

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Brokering, involving advisement, advocacy, information, and referral to other agencies, cannot meet all the student service needs of nontraditional students but offers a model for reaching and helping them.

brokering: providing student services in open systems

steve mills

The 1970s have become the decade of the "new" learner in higher education. Adults, housewives, professionals, blue collar workers, those with less than a high school education, and post-Ph.D. learners are examples of the new students. Programs to attract these students are plentiful. Institutions utilize off-campus centers, contract systems, media- and computer-assisted study, and many other types of learning options designed to make education more accessible. New departments and divisions—indeed, entirely new colleges—have arisen to administer these open systems of instruction. Reaching, recruiting, and retaining the new, nontraditional learners require more than provision of instructional technologies, systems, and faculties, however. Institutional student service policies and practices must also be redefined to meet the needs of the nontraditional student.

Student services is a generic term covering a wide range of institutional roles. Student services affect students from advisement prior to applying for admission through graduation. Such services can be as intimate as personal counseling or as bureaucratic as

registering via computerized cards. These services are often the initial sources of contact between the student and the institution. For the nontraditional student, who may be unfamiliar with or openly hostile toward institutional bureaucracies, the character and style of student services are particularly crucial. Unfortunately, institutions of higher education have been slow to respond to the student services needs of new learners. The flexibility, creativity, and vigor that characterize instructional programs have not permeated the student services area.

A critical need exists for student services systems that recognize the differences between nontraditional students and the typical 18-to-22-year-old, full-time, on-campus student. For example, there is no provision for specialized student services for adult students in most institutions. The 1972 institutional survey by the Commission on Nontraditional Study reported that separate counseling and advisement services for adults exist in less than 10 percent of the surveyed institututions (Cross and Valley, 1974, p. 58). Specialized assistance to these students is vital not only because there are now so many of them but also because their needs are unique.

Donna Krings, writing in *Adult Leadership* (1976), synthesized several concerns that nontraditional student services must address:

(1) Services must be available and specifically directed to nontraditional learners.
(2) The service structure must have resources to deal effectively with personal considerations such as lack of confidence, lack of educational background and study skills, and unrealistic expectations.
(3) The system must provide support and orientation as well as information.

One structure that appears to accomodate the above criteria and the needs of these students very well is educational *brokering*. Brokering is a system of providing *advisement, information, referral,* and *advocacy*. Through brokering, student services can be adapted for nontraditional learners. Metaphorically it can be described as a switchboard or chain. It is the process of assisting people in their attempts to define their educational and career goals and then "connecting" them with the necessary resources to accomplish their goals. In practice, brokering is larger than any

single institution and involves the entire community as a source/resource for the solution of problems. In fact, brokering agents are often independent of any single institutional control. Many brokering centers are community-based agencies that provide services without any institutional preference or prejudice. Even when based at an institution, they rely on strong community identification to enable them to reach and serve potential learners.

Community identity and location permit a direct contact with those people who might otherwise have no association with educational programs or institutions. To reinforce the community-based approach, most brokering centers employ paraprofessional staff who are recruited from, know, and understand the community. Much of the actual interaction with participants takes place on the participants' home turf—in their homes, places of work, and so on. Brokering takes student services to the student. Since nontraditional students do not reside on a campus and may feel uncomfortable even going to a school, community brokering centers may provide an alternative.

Community-based centers provide more than accessibility to students, however. Such centers are a means to utilize the human resources of a community. Any person, agency, or institution in a community can become part of the brokering network. Brokering relies on agents such as employment and manpower services, mental health centers, trade schools, government employees, and academic personnel. Brokering centers assemble resource materials on regional and national levels as well, but the principal resources are those already present within a community. The brokering center system is dynamic, not static. Its resource base expands as needed.

Brokering centers are complete student service centers. They have resources to assist all students but are designed specifically for nontraditional learners. The four basic components of service are:

(1) *Assistance in Establishing Goals.* Decisions to return to school or change careers are significant life events. Brokering centers help learners establish goals and inventory experiences and skills. Participants can systematically evaluate their lives and life direction and create goals.

(2) *Information Sources/the Referral System.* The resource system is referenced in terms of human contact in addition to programs or agencies. This permits a direct link to people. Many learners utilize only the informational and referral part of brokering services. Once

their informational needs are met, they are able to pursue the sources on their own.

(3) *Problem Solving and Decision Making.* The constraints facing nontraditional learners are frequently more critical than those that face the traditional student. Returning to school or remaining in school is not just an involved personal matter; it also includes such factors as family considerations, financial dilemmas, and the like. The decision is difficult and complex. As with goal definition, the brokering service provides information and assistance. The counseling aspect of brokering is not intended to make decisions *for* people but to support and strengthen their decision-making capabilities. Brokering is not a crisis center. If it becomes apparent during the process that psychological assistance is required, the person is referred to a specialist.

(4) *Advocacy and Support.* At all levels, brokering is a support system—support on the personal level for goal setting and decision making; support to work through bureaucracies, application forms, or any other institutional barriers. Advocacy and support could mean actually transporting participants to a meeting; it could be walking them through college registration procedures; it may involve following up to see what has happened to them.

The organizational stucture of brokering centers varies. The National Center for Educational Brokering in Syracuse, New York, is a national center that coordinates and provides information on brokering. It is a broker's broker! The National Center produces a monthly newsletter (*The Bulletin*) and annual directory, has a book available on brokering, and has established a consulting network to provide assistance to other brokering centers.

It is important to note that the majority of brokering centers have developed outside institutions of higher education. Independent brokers provide the necessary services for students but do so without a particular institutional framework. The Regional Learning Service of Central New York (RLS) is a good example. The RLS covers a five-county area that includes twenty-two institutions. The RLS actually serves as an adult student personnel service for all. It provides information on admission, financial aid, programs, and requirements. Through referral it establishes contacts best suited to serve the learner's need. A similar statewide organization is the Regional Educational Opportunity Center in Massachusetts.

Independence from one particular institution provides

desirable autonomy and flexibility. There are no disputes over role and mission. Independent brokers are clearly service oriented. Many brokers were established by groups seeking assistance not being provided by educational institutions. For instance, women's centers have been a dominant source of brokering centers. Library systems have incorporated brokering activities. The federally assisted program of Educational Opportunity Centers is a means of reaching minorities, the poor, and the undereducated. The impetus for creating independent centers has been the need for information within a community. Institutions of higher education are just beginning to respond to these needs.

Brokering systems residing within institutional structures face constraints not encountered by independent brokers. Colleges and universities are seeking enrollments and tend to view any counseling or information network as a recruitment agent. It is critical for college-based brokers to avoid the pitfalls of being an agent for the home institution. Many of the successful institutional brokers have off-campus centers or relate brokering to a community-based service to help break institutional bonds; others make the brokering arm of the institution an almost separate, distinct agent with an identity apart from the college or university. In any structure, however, the role of the broker must be well articulated and understood if it is to be successful in overcoming the pressure to recruit students.

The University of Wisconsin Extension has produced the most extensive brokering system in higher education. Through its Community-Based Educational Counseling for Adults (CBECA), UW Extension has created a statewide structure for reaching adult learners. CBECA utilizes local citizens, trained and employed as part-time counselors. To avoid singular attachment to the university, CBECA carefully instructs counselors to focus only "on the needs of clients without preconceived notions of the involvement of any particular institutions" (Thompson and Jensen, 1975, p.4).

Community colleges have been particularly adept at creating new instructional options for adult learners. Entirely new divisions or colleges have been created in some community colleges for new learners. In these institutions, student services and instructional services are combined specifically to serve nontraditional learners. In the Community College of Vermont and in Pioneer Community College (Kansas City), for example, students have instructional

programs specifically designed to meet their individual stated educational and career goals.

These institutions combine goal setting, assessment, and the instructional process into a total student service. When an educational institution develops these student services, another element, academic credit for life experience, can be included. Brokering services can document appropriate life experience and equate it to course work or credit hours. Only academic institutions, however, can grant the credit. When the brokering service is part of the academic structure, both documentation and the award of credit can be accomplished. Referral remains a necessary function, however. The educational institution, particularly a community college, may not have a full range of programs available to fulfill students' goals. Referral to four-year institutions, other training, or other agencies continues as an important function in the community college brokering system.

The advocacy and support components provide especially important assistance to those unfamiliar with or threatened by educational institutions. The Okanogan County Education Services (OCES) of Wenatchee Valley College (Washingtion) is a community college brokering service that works to ease the transition from reservation life to college life for Native Americans. Support extends from helping with admissions forms to the actual transportation of students to campuses for on-site visitations prior to admission. OCES staff work to ensure that potential students fully realize *all* the consequences of what going to school means.

Brokering, with all its different structures, formats, and services, is designed to be as simple and understandable as possible. The brokering approach seeks to avoid the connotation of counseling as a one-way process in which the expert counselor hands out answers *to* the client. Assistance in self-definition and self-direction is the goal. Formal diagnostic testing may be replaced by analysis of a life autobiography. Role playing and simulation exercises may be part of the decision-making process. Counselors may be residents who are recruited for interpersonal skills instead of for a professional counseling background. Reaching out to people may take the form of flyers or notices on bulletin boards. A brokering center is likely to be located in a recognized community center. The style of these services is informal and natural.

The format of a brokering resource system is easily assembled and used. Instead of a detailed inventory that requires computer assistance in order to be up to date and organized, a looseleaf notebook with entries added as needed might be one resource compilation. Once base information on jobs, educational sources, and the community have been assembled, much of the resource information will have to be researched as the need arises. Staff development and training are essential. Fortunately, existing programs and the National Center have resources to assist in this effort.

Funding sources are available for brokering centers. The most obvious source is the user. Participants can be charged a fee to help fund part of the operation, but there are other sources. Federal monies are available. The Educational Opportunity Centers, Title I, Title III, Title IV, CETA, and the Fund for Improvement of Postsecondary Education are all excellent examples of federal monies that are employed for brokering activities. Community sources, state employment services, even welfare departments, are all potential sources. Identification of the service as one that extends beyond a single institution may provide many possibilities for consortium or cooperative arrangements.

Brokering is not the total solution to student services systems. It does not solve the problems of complex registration procedures, discrimination against part-time students in financial aid disbursement, and other student personnel problems. It does, however, create a system and structure that reaches nontraditional students. In both style and substance, it is the student services correlate to open systems learning.

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Performance-oriented learning, an integral part of community-based education, has significance for students in traditional colleges as well.

performance-oriented learning: how to do it

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There once was a well-meaning person who, passing an apartment building late in the evening, saw a man leaning precariously against the front step railing. The leaning man was under medication for severe stomach disorder and was experiencing mild vertigo and difficulty with speech. The Good Samaritan mistook the condition for one of inebriation.

"Are you under the weather?" he asked.
"Uh-huh," was the brief reply.
"Do you live here?"
"Uh-huh."
"Can I help you upstairs?"
"Uh-huh."

With difficulty the wilted figure was hauled up the front stairs and then to the second floor where the first apartments began.

"Do you live on this floor?"
"Uh-huh."

To avoid the possibility of an irate wife who might aim her anger at one she perceived to be a comrade in misbehavior, the Good Samaritan opened the nearest door at hand and nudged the drooping figure through it. As the helpful soul returned to the street, the shape of another figure was seen, obviously in worse condition than the first, leaning insecurely against the front railing.

"Are you under the weather, too?"

"Uh-huh."

"Do you live here, too?"

"Uh-huh."

"Can I help you upstairs?"

"Uh-huh."

Again, the long haul was made to the second floor where this man indicated he also lived. The same door was opened and he was pushed in.

On reaching the street, our well-intentioned helper saw the form of yet a third man who appeared to be in worse shape than the other two. Suddenly, the object of solicitude jerked upright and lurched into the arms of a passing police officer.

"For mercy, officer," he cried in despair, "protect me from that character over there! He's done nothing all evening but drag me upstairs and throw me down the elevator shaft!"

In many ways, this parable is indicative of the shortcomings painfully evident in much of today's dialogue about community-based and performance-oriented education. Dedicated, well-intentioned professional educators are facing new demands from new students, but in all too many examples are still attempting to meet these demands in traditional, shopworn ways. The net effect is to haul the students from one level of education to the next, push them through the door, and walk away with unwarranted self-satisfaction at having satisfied the students' needs. That simply is not the answer. It is often even injurious.

In contrast, a community-based and performance-oriented approach insists that teachers cause their students to learn, but the process, involving specific routes by which the learning can be accomplished and measured, is constructed to ensure that the efforts are not counterproductive. It also demands that students be able to use their acquired learnings profitably in after school life.

It is appropriate, then, that the community college should pioneer in implementing this concept. In essence, the community college has always been a pioneer, having developed originally as a logical extension of the free public high school. But the current emphasis on performance-oriented learning as an integral part of community-based education has significance for students in all colleges, both traditional and nontraditional. Though the community colleges may have taken the lead in this respect, all institutions of learning would be well advised to give serious consideration to implementation of community-based, performance-oriented approaches for satisfying the needs of their students.

In pragmatic terms, the community-based college must deliver the kinds of education community members want and need, not what pedagogues think is good for them. And the delivery must be made where the learners are, not where conventional college organization dictates they should be. It must be guided by open community participation in defining comprehensive learning needs, suggesting solutions, and facilitating delivery. It cannot and should not be dictated only by the decisions of professional educators and governing boards.

A good example of a community-based course or program is the training seminar for volunteers who work with handicapped persons that was developed in the 1960s by the Foothill Community College District in California. It began with a telephone call from the principal of an agency that served handicapped persons; the person was seeking help in providing services for the agency's identified clientele. A consumer-oriented advisory committee, including representatives from similar agencies, was formed to establish specific needs, identify required competencies, and design a training program for volunteers. The course was organized, packaged, and taught in a manner that would best meet the agencies' needs. It was sold out before it was ever offered and was repeated many times.

At the same time, and also in pragmatic terms, a performance-oriented emphasis is on performance rather than grades and degrees. The concept that accumulation of credits is more important than compentency performance by the students is duly rejected. It is well known that individuals learn at different rates and have different learning styles. This mandates the provision in our educational system of the availability of alternate ways the learner can

achieve specified objectives. In community-based education (CBE), acquired competencies are designed to fit the needs of the learner rather than the expectations of the teacher. This in turn makes it possible to measure the achievement of a competency in the student's own terms (without reference to the teacher's evaluation of it). When the yardstick of value is applied, we should encounter the English student who can construct a logical and mechanically correct paragraph and the aviation technician who can truly repair an airplane. The combination of community-based and performance-oriented makes for a formidable alliance to answer today's student needs.

It also must be acknowledged that "performance" includes an ability to distinguish among values, to recognize inequities in our society, and to suggest remedies. That is surely as important as demonstrated competencies in a career program if we are to accept the idea that a participatory democracy requires an informed and educated citizenry in which the people possess the ultimate power.

Community-based education, like Abe Lincoln's conception of America's democratic government, is a process of the people, for the people, and (in some instances) by the people. The genius of America during the two hundred years of its existence has been its independence and its capacity to assimilate other cultures and at the same time develop characteristics distinctly American. Recognizing that tyranny can survive only where ignorance prevails, it is clearly a requirement of democracy to permit each individual to be educated to the level of that person's highest potential. "If a nation expects to be ignorant and free," Jefferson reminded us in 1816, ". . . it expects what never was and never will be."

Education for participation—let alone leadership—in a democracy requires more than the kind of schooling we have known in the past. It requires a unique community educational system dedicated to the continuous renewal of the *common people* and their communities. It requires that we provide for the people of our communities a unique, issue-oriented kind of community general education which makes it possible for the common people to broaden their interests and insights. Beyond countless local issues, some challenges confronting our society include: the effect of a new war in the Middle East, the development of solar energy to supplement earth-bound sources of power, the obtaining of new

foods from our seas, the achievement of ultimate victory over what are now called incurable diseases, the rebirth of our cities, and the discovery of a livable balance between consuming our environment and preserving it.

Henrik Ibsen observed in 1882, in *An Enemy of the People* (Act I), "A community is like a ship; everyone ought to be prepared to take the helm." If this is true, then our first responsibility is to prepare every member to take the helm. This can be done only if we recognize that community-based education is a cooperative effort on the part of the college and the community. We first have to determine what the human and educational needs are, how we can best meet them, and who the potential clientele are. The use of consumer planning committees in validating and designing courses is certainly one valid approach; community needs surveys in cooperation with community agencies is another; yet another is analyses of demographic and political influences that characterize a community. Appropriate marketing techniques also can play a valuable role in this area by bringing to the targeted audiences an awareness that a program which meets their needs is available.

But more is required. We must remove barriers to access, develop new educational delivery systems, and, as emphasized earlier, design unique, community-based, performance-oriented education. The people need to have a clearer understanding of the world they inhabit and the conditions of life that exist in their environment. That understanding will equip them to a determination and direction to change the conditions they perceive to be bad. Here, as in perhaps no other area of community life, does performance-orientation assume a fundamental role. Problems are community based. Though governments have poured untold billions into solving of community problems, the outlook on life of the people who make up the community (and, largely, its problems) has seldom been altered significantly or positively. Clearly, money is not the answer. Segments of the community continue to isolate themselves from other segments, with the result being a fragmented society with little community conscience.

Fortunately, a number of institutions such as Northern Virginia Community College, Florida Junior College at Jacksonville, Brookdale Community in New Jersey, Coastline Community College in California, Wayne County Community College in Detroit, the Los Angeles Community College District in California, and the

Metropolitan Community College District in Kansas City, Missouri *are* responding to community needs.

A specific case in point is Pioneer Community College, one of the four Metropolitan Community Colleges of Kansas City, Missouri. Pioneer has capitalized on a recently completed assessment study that led to the identification of groups of nontraditional clientele who were not being adequately served by the existing conventional colleges in the Metropolitan system. The study pointed the way for development of programs and services appropriate to the relief of these deficiencies.

A typical example of an atypical program is the reeducation center established by Pioneer Community College in cooperation with St. George's Halfway House in Kansas City. St. George's is one of only two alternative facilities in Missouri for female offenders where education and reintegration into society rather than incarceration is the goal. Through Pioneer the women have access to counselors, aids, and materials to prepare them for the GED test or for upgrading or developing productive skills. It is a successful effort and is helping to renew and redirect the lives of many women into productive roles in today's society.

In another illustration, a personal development program coordinated out of Pioneer's Career Development Center utilizes a combination of cognitive and experiential learning to meet specific needs of small groups of federal employees at differing job levels. The objectives of the program include increasing the learners' self-awareness and understanding of the world around them; improving their problem-solving abilities, their communication capabilities, and their knowledge of management techniques; and preparing them to do life and career planning. The enthusiasm for the eight two-credit-hour modules is exemplified by a willingness of the employees to attend Saturday classes from 7 A.M. to 6 P.M. The faculty too has been motivated by the program's success and is requesting continuing assignments in this teaching area.

Many more examples of nontraditional clientele being served by Pioneer can be cited, such as: 250 senior citizens meeting daily at seven community sites for programs in financial management and independent living; 30 community and agency representatives convening for several weeks in a course related to community organizing; 600 educationally disadvantaged young adults attending programs in developmental studies; hundreds of employees in business

organizations, governmental agencies, and social services agencies participating in on-site courses in office procedures, time management, business skills, first aid, and safety and human relations. The clientele includes the elderly, underchallenged women, the handicapped, the under- and unemployed, those with access problems, the motivationally disadvantaged, and those with special needs, such as people whose jobs are beginning to require new or updated skills. Those people are the clientele. They number in the hundreds of thousands.

Since these groups also are ordinarily the most difficult to reach, special effort was made by Pioneer to plan an administrative structure that would encourage their recruitment and orientation. And to accommodate these "different" kinds of learners, the college uses varied teaching tools, such as television, cassettes, and learning machines. Pioneer's "campus" is 400 square miles of storefronts, factories, offices, homes, and apartments and includes five branches of the city's library system. Pioneer has no brick-and-mortar campus, no set curriculum, and only a few full-time teachers. Its philosophy places the individual and his educational needs and goals ahead of rigidly defined curriculum, recognizing that more is required than outreach to constitute community-based and performance-oriented education.

But what are the specific requirements for developing performance-oriented modules? Stuart and Rita Johnson (1970), while at the National Laboratory for Higher Education in North Carolina, specified seven steps to be followed in the performance-oriented approach; Daniel J. Dobbert (1975, pp. 5-6) suggests five steps. The approach outlined here differs only in degree of detail from the Johnson and Dobbert methods, but not in the fundamentals:

(1) The instructor assesses the domain of the course, answering the question: "What will this course cover?" A brief, written rationale is prepared.

(2) In accordance with identified competencies, the course is divided into modules or units of knowledge to be mastered progressively, one by one.

(3) For each module, the concept identified for learning is stated as a general competency objective. Each competency objective and the more specific performance objectives (see number 4) are written in this form: The student will (perform, explain, apply, and so on) the concepts. The objective must describe the student action re-

quired, the conditions under which the action will be performed, and the minimum performance level required.

(4) After the competency objective for the module is identified, more specific minimal performance objectives are written to bridge the gap between what the student knew at entry level and the competency objective.

(5) Appropriate learning aids (media texts, handouts, and so on) are identified for use by the student in learning the concepts; the student's most effective learning mode and strategies are identified.

(6) Objective assessment procedures for evaluating the student's performance are written. These serve as either a pretest or a posttest.

(7) The results of the student's efforts are recorded and distributed to the student. To the extent that the selected or developed materials are supportive of independent study, the student, armed with the objectives, can be freed for self-paced learning.

conclusion

The college that is community-based must know the needs of its community and must be adaptable to increasingly new constituencies by developing relationships with individuals and groups throughout its service area. It must truly become a working part of the community it serves.

The college that is performance-oriented must emphasize and foster an approach to education which deals with cognitive and behavioral objectives related to identified competencies at the instructional level.

Only through such an alliance can we hope to accomplish and measure the success of our institutional goals for an informed, educated and capable citizenry. The alternative is to open the nearest door and propel the student through it, hoping all the while that it is not an elevator shaft.

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The community college that develops support in its community for community-based programs can benefit educationally as well as financially from these ties.

funding community-based education: who pays?

gary d. hollingsworth

Other writers in this volume have demonstrated the value to both the community and the college of becoming community-based. If one accepts the desirability of developing community-based programming, one is led immediately to raise the following basic questions concerning the funding of such efforts:

(1) What resources should support community-based education?
(2) What resources actually are available to support community-based education?
(3) How can these resources be tapped?
(4) How can new resources be developed?

This discussion will address these questions, suggest specific steps that can help develop the financial resources necessary to initiate community-based programs, and suggest strategies by which the development function itself can become more community-based.

what resources should support community-based education?

The alternative funding sources for community-based education, as for all other educational endeavors, can be grouped into three basic categories:

(1) The user pays.
(2) Society pays.
(3) Both the user and society contribute.

As Zoglin (1977, pp. 6-7) points out, "The trick is to determine who benefits and then to assign the costs appropriately. The Carnegie Commission report on *Higher Education: Who Pays? Who Benefits? Who Should Pay?* discusses this topic at length. The authors find that for higher education in general there are some clear-cut developmental benefits for the individual participants, and there are also obvious, if harder to measure, benefits for society as a whole. Among the latter are advances in knowledge; increases in general productivity, independent of increases in capital and labor; growth of social cohesiveness and openness to change; and what they call 'neighborhood effects,' the creation of an agreeable world in which to live."

The issue of funding is further complicated in many community-based programs by the very nature of the user of services. Many clients of community-based programs are economically disadvantaged and cannot afford to pay for the services rendered. In fact, their economic status may be the very reason they are being served. Ability to pay, then, becomes an element in our consideration of where responsibility for financing community-based programs ought to lie.

Clearly a system whereby society and the user share in the costs of the services in proportion to the relative value of benefits to the individual and society would represent the optimum condition. However, there are major barriers that often prevent society from valuing the benefits of community-based programming. These barriers are not difficult to understand if one looks at the development of the community college movement. Even today many governing bodies, college chief executives, and communities hold to the traditional "courses for credit, credit for degree" view of postsecondary education. Even most community colleges, designed as "institutions for the people," until recently, have seen themselves as basically junior colleges with little responsibility beyond providing university transfer credit programming.

Gollattscheck (1977, pp. 3-4) elaborates further:

> Before community-based educational programs, in all their aspects, can be deemed worthy of public support,

those who govern and fund higher education will have to overcome a narrow view of the mission of postsecondary education which has been

(1) Elitist, in the sense that it has been more acceptable to spend public funds on the student who can achieve the most

(2) Aimed primarily at the young under the assumption that education should be preparation for life rather than a process carried on throughout life

(3) Oriented toward an education which leads to a degree or to preparation for work ignoring the values inherent in education for self-improvement, enrichment, and recreation

The obvious answer to the first question raised is that the institution (through tax revenues) and the user should share the costs of community-based programming. But who actually pays?

what resources actually support community-based education?

Most community colleges receive revenue from their regular financing systems for credit courses. Many colleges receive funding for those noncredit activities that are clearly vocational in nature. However, very few community college systems fund community-based programs that are not in the form of classes. Noncredit activities related to enrichment or recreation are almost never funded. It is, however, possible with adequate commitment to develop funding mechanisms that are not publicly supported. This can be illustrated by examining various colleges within a single system. Some institutions may use the lack of public funding as a reason for not becoming more community-based, whereas other institutions within that same system are deeply involved in community renewal and development activities.

One way many colleges are supporting community-based programs without the aid of local funding is through the utilization of federal dollars. Title I of the Higher Education Act of 1965 provides for grants to institutions of higher education for the purpose of encouraging colleges and universities to assist in the solution of community problems. These funds are distributed from and administered at the state level. Some discretionary funds are also available directly from Washington to finance projects of national merit. A number of other federal agencies provide potential sources

of grant income for certain community-based projects including the following:

(1) *The American Association of Community and Junior Colleges.* The AACJC represents over one thousand two-year institutions involved in postsecondary education. Activities of AACJC include a wide variety of services to members, and AACJC has been able to fund special projects organized to advance various community-based programs such as the Courses by Newspaper Community Forums program and the Occupational Safety and Health training and consultation programs.

(2) *National Endowment for the Humanities.* The NEH is an independent federal agency whose purpose is to serve all levels and areas of humanistic study. It was authorized by Congress in response to a growing awareness among educators, legislators, and the general public that the humanities and the arts needed sustained and widespread federal support.

(3) *National Endowment for the Arts.* The goals of the NEA are to encourage the broad dissemination of the arts, to strengthen cultural institutions, to preserve cultural heritage, and to encourage creativity. These goals are achieved through grants to individuals and nonprofit organizations for projects.

(4) *Comprehensive Employment and Training Act.* The CETA of 1973, as amended, provides funds through special revenue-sharing programs to state and local jurisdictions for the purpose of establishing employment and training programs.

In addition to these agencies, Sharron (1974, p. 1) suggests several funding alternatives for financing community-based programs, including revenue-sharing funds; developing cooperative arrangements with local, regional, and state agencies or governments on community projects; and seeking grants from state arts and humanities endowments. He delineates thirty possible funding sources for community-based programming.

Most foundation and categorical federal aid programs are aimed at providing particular services to a specific constituency within a community, solving local problems, and/or testing model programs. These programs relate very directly to the mission of the community-based institution. It is possible through cooperative ties with other community groups and agencies to take advantage of not only those federal and foundation programs directly

related to education but those designed to fund overall community improvement.

At this point a word of caution is in order. Colleges should not build their community-based programs solely on federal and foundation funding with the expectancy of continued support. The availability of these funds varies greatly from year to year. Such funds are designed to provide seed money to initiate programs only; the institution must expect to ultimately become fiscally responsible for the activities. Federal and foundation funds can, however, help the college begin programs, permit it to demonstrate to the community and lay governing bodies the value of community-based education, and provide time to seek alternative, long-range funding for successful programs.

how can these resources be tapped?

In his study of the variables associated with the successful solicitation of federal categorical aid funds among Florida community colleges, Young (1977, pp, 4-5) concludes that specific conditions, factors, or variables exist which are associated with success in securing such funds. He lists these factors as:

> (1) High-funded institutions are significantly more dynamic in their interaction with the external environment (federal, state, local) and thus are more aware of, and responsive to, feedback or input than are low-funded institutions.
> (2) Those community junior colleges that have a full-time federal relations/resource development officer with an adequate budget for staff, travel, communications, publications, and staff development receive the greatest number of federal dollars and have a consistently higher funding level than do institutions with less than a full-time development officer or an adequately financed federal relations/resource development program.
> (3) Many college presidents, top administrative personnel, and federal relations/resource development personnel need up-to-date information and sophistication pertaining to the education opportunities and funding possibilities of federal programs as well as assistance in initiating and/or strengthen-

ing existing federal relations/resource development programs.
(4) Chief executive officers and federal relations/resource development personnel tend to agree in their perceptions involving concepts and theory, though chief executive officers tend to vary in degree of commitment and administrative support to their federal relations/resource development programs. The data also suggests that they differ in their perceptions of the priority and/or importance of specific variables in conducting a federal relations/resource development program.
(5) The success of an institution in securing external or federal assistance is significantly related to the philosophical and administrative commitment of the chief executive officer as well as the degree of administrative and financial support necessary to implement activities or factors associated with a federal relations/resource development program (office).

(6) Institutions securing the higher level of federal funding demonstrated more congruent administrative and perceptual relationships between chief executive officers and federal relations/resource development officers than did low-funded institutions.
(7) Those institutions that define clear and attainable objectives, and establish priorities and guidelines for performance, are more effective in guiding institutional resource development than those institutions with ill-defined performance objectives.

In noting specific differences between high- and low-funded institutions, Young's study further reveals that:

(1) The high-funded institutions invest more dollars in supporting the federal relations/resource development function than do low-funded institutions.
(2) Personnel of the high-funded institutions are more sophisticated through travel, exposure, access to informaiton, and agency contacts than are personnel of the low-funded institutions.
(3) High-funded institutions have full-time resource development officers with adequate supportive staff, while other

institutions have individuals assigned part-time responsibilities for federal relations/resource development activities.
(4) Travel budgets and agency contacts are related to total dollars received; the more contacts and work-related travel, the greater the total dollars received.
(5) High-funded institutions maintain a higher and more consistent level of funding than do low-funded institutions.
(6) Institutions committed to adequate staffing, maintaining the greatest access to information and agency contacts, and having flexible budgets for development activities receive more dollars from federal sources.

Young's study clearly indicated that the risk capital necessary to establish a development office is capital wisely invested.

Up to now, we have discussed only federal and foundation funding sources—sources that are generally external to the community. A major drawback to these funds is their temporary nature. As mentioned, most of these funds are designed to provide financial assistance only to initiate programs; the burden of financing the continuation of programs rests ultimately with the college. Therefore methods of developing alternative community-based resources to continue these efforts must be developed. This conclusion leads us to the final question raised earlier.

how can new resources be developed?

"If you don't watch out, you're going to wake up one day and realize that you're running a private institution right inside your community college." This statement, pointed out by Zoglin (1977, p. 1), was made recently at a conference of community service directors and illustrates a vital point. Community-based programs, except in rare occasions, are not adequately financed by public tax dollars and users' fees; and, not unlike private colleges, public community colleges must develop methods of soliciting money from the private sector to finance these programs. Furthermore, there is no question that fewer federal dollars are going into categorical program support, and, increasingly, more is going into direct student aid, as available to private institutions as public. The result may be a turnabout, with public community colleges shifting their traditional resource development emphasis

from student aid to funds for program and facility support, and their traditional sources shifting from state and federal governments to local institutions and individuals, the long-time domain of the private institution.

This writer suggests that a creative community-based resource development effort can develop many resources within the community itself for financing programs and services. Businesses, organizations, governmental units, media, local foundations, and professional groups all have an interest in promoting various types of community-based programs, as do various individuals.

The community-based college of the future can and must cooperate with many types of organizations and agencies within the community, creating mutually beneficial relationships wherein the college and the organizations cooperate to extend services to particular segments of the community. This process requires that the college have a comprehensive knowledge of its community's resources. Without this understanding, institutions will not find it possible to gain the support and funding necessary to continue programs initiated by traditional funding sources.

A college interested in expanding its fund-raising capacity into the area of private gift solicitation and creating increased financial support for both current operations and capital growth must develop strong support for its institutional goals by fostering greater understanding and acceptance among the institution's many constituencies. Colleges today are finding that the kind of support they must have to survive and advance cannot be achieved through sporadic campaigns or through the efforts of the president or development officer alone. Rather, what is demanded is a sound, properly organized, well-rounded development program with both long- and short-range goals and the assistance of volunteer leadership from the community. Such a development program will help the college develop the internal organization, expertise, and volunteer leadership necessary for the institution to meet its objectives for community-based education.

The following planning model is suggested for the establishment of a comprehensive program of private gift solicitation for the support of community-based programs.

(1) The analysis, evaluation, and formulation of an ongoing program for the college, including both long-range and short-term goals for funding community-based programs

(2) The development of a sound organizational structure with clear job responsibilities and accountability and reporting procedures so that the best talent and leadership available at the institution—from the faculty and staff as well as from its volunteer groups such as trustees, alumnae, and the local community—is organized into the most effective development team possible

(3) The enlistment of effective participation from volunteers, beginning with the governing board, in the college's ongoing effort in resource development

(4) The training of staff members in all aspects of institutional resource development

(5) The development of specific fund-raising programs for each of the various community-based programs—senior citizens, parents, minority members, the blind, women, and so on—to yield the necessary level of funding for the continuation of each program

(6) The building of an effective annual fund program among the college's community constituency groups

(7) The planning for, formulating, and conducting of a major effort to obtain capital funds and the formulation of endowments specifically designed for community-based programs

(8) The establishment of a productive program of giving through wills, bequests, and other forms of estate planning for the purpose of endowing specific community-based programs

(9) The establishment of a system of recording and acknowledging donations

(10) The formulation of various necessary promotional materials

(11) The training of college management personnel in methods of donor identification and cultivation to assist development efforts

The arena of private gift solicitation is complicated by Internal Revenue Service codes and a host of other federal and state regulations. Establishing both the proper entity such as a college foundation for receiving the funds and creating the proper legal instruments to carry out the functions of this entity can be complex. The advice of an estate-planning attorney familiar with the laws governing charitable giving and the services of a fund-raising consultant are strongly recommended. Counsel can offer experienced guidance that will ensure the creation of sound programs and organization and will provide shortcuts to goals and objectives. Professional development counsel can provide objective analysis of the problems and potential of the institution, stimulation and en-

couragement to ensure follow-through and steady progress, resource materials, and can assist in the recruitment and training of staff members and volunteers.

A development consultant should work directly for the president of the college and the administrator in charge of fund-raising. A consultant should also work closely with other administrative officers and staff members when their responsibilities touch the area of development, as well as with the chairman and members of the governing board and the volunteer leadership representing alumnae, parents, the local community, firms, foundations, and other friends of the institution.

The function of a fund-raising consultant should be to guide the client college in building a sound and properly organized development program, with its own well-trained staff rather than the consultant doing the actual fund raising. It is recommended that if a consultant is hired to help initiate this effort, the arrangement be in the form of a contract which specifies the services to be rendered and the fee to be paid for those services. It is not advisable for an institution to hire a consultant on a contingency-of-funding or commission basis. These arrangements rarely increase the institution's capacity for engaging in future fund-raising activities and may create a negative community reaction rather than a sound basis for future giving.

conclusion

Because the intent of this book is to provide practical information on how to provide community-based programs, this discussion did not deal with the questions of the degree to which states and local districts should provide more support for other than credit-type activities. An excellent case, however, can and must be made for more extensive support of the programs that renew and revitalize our communities, since only as individuals and communities are strengthened and become more effective will our state and nation be strengthened. Instead, the purpose of this discussion is to talk about ways in which community colleges can and must begin to provide community-based education without much-needed state support and to point out why cooperative community funding is in itself important to the community-based institution.

Community-based education programs must be initiated and demonstrated before they can be generally understood and their rightful priority established within the arena of public support. Eventual understanding and acceptance of the community-based mission will require the establishment of reliable funding mechanisms for community-based programs. Although traditional federal and foundation funding sources may be available to initiate such programs, community colleges must move affirmatively into the area of community resource development, including private gift solicitation, if they are to acquire the revenues necessary to establish the broad programs of community-based education described in the preceding discussions. Effective community resource development can be established only through a carefully planned program involving commitment from every level of the college, and it must be based on a well-developed acceptance of the college's programs by its constituency groups.

The first and most important step is for community colleges to realize that although community resource development may be a new role for community colleges, it is not inappropriate. It may have a positive rather than a negative effect on the community-based institution. It is not inappropriate, I submit, for community organizations, agencies, and individuals to support programs directed toward local community renewal. More importantly, the community college that develops the links between college and community required for joint support of programs will have developed a funding program which is itself community-based, and the institution will, of necessity, have become closely merged with many elements of its community.

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The resources of the federal government must be brought to bear on the problems of urban areas more directly than have most projects under Title I of the Higher Education Act.

urban extension act: needed federal support

dale parnell

In a recent speech, New York Governor Hugh Carey said, "In the seventies the new Okies are the urban poor." The governor's harsh and startling remarks were aimed at drawing attention to and sympathy for the financial crisis of New York City. However, they also serve to pinpoint urban America as one of the major problems of today. The governor went on to say, "In the depression of the thirties, the conscience of America and the efforts at recovery were focused on the farm poor, on those hungry and bankrupt in the dustbowls and heartlands of America." In the seventies, the new Okies are the urban dislocated.

The largest migration in the history of mankind occurred during the past forty years in this country, with more than thirty million people moving from our rural areas to the medium- and large-sized cities. This fantastic migration from a rural to an urban life-style can be linked to our current social problems. All the experts have told us that the major problems of society—crime, poverty, unemployment, pollution, traffic, health, and education—are aggravated when large numbers of people are forced to live in close proximity. Feelings of fear and resentment then lead to alienation, difficulty in intergroup relations, and hostility

toward all forms of government, including educational institutions. The critical nature of this problem, then, is underscored by the fact that three out of four of our American citizens now live in metropolitan and immediate suburban areas. These areas represent less than 10 percent of our total land areas. At the present rate, it is estimated that by the year 2000 two thirds of our population will live in twelve major urban centers of our country.

One is forced to agree that the plight of the large- and medium-sized "ailing cities" demands some new approaches and new discussion. What is needed is an *urban extension act* that would bring to bear the resources of the federal government—in an earlier time devoted to a rural society—to address the problems of our American cities. City governments could form alliances with the community colleges and in some instances the four-year institutions, as the counties did with the land-grant colleges, to bring new opportunities so desperately needed to the people of our cities. Title I of the Higher Education Act has provided a substantial amount of money for this purpose, but unfortunately most of the money has gone into the graduate schools of universities for research. It is time to move from research into action.

Today's postindustrial society is very different from the world in which our parents grew up. In the world, more than half the people in America lived on farms, and the government recognized the importance of that large segment of society with a rural extension program aimed at serving a rural America. The day of the old-fashioned farmer working with hand tools was rapidly becoming a thing of the past. Our expanding population called for large-scale farming operations carried on by mechanization. A new kind of training was required by these changes, and the government responded with the Land-Grant Act, which provided for new colleges offering agricultural and mechanical education in each state. The priceless legacy of this legislation lives on. Many land-grant four-year colleges and universities all over the United States are still receiving federal subsidies from this legislation. The University of California and the University of Illinois are two examples of outstanding universities that came into being in response to the needs of the farming communities and a largely rural society.

Another example of the federal government's reponse to the needs of rural America is the Rural Extension Act or Smith-Lever Act of 1914. This legislation provided for county agents in every

state to share with farmers what could be done on their land, based on demonstrations of what had been learned in the colleges and the experimental stations. By 1918, county farm advisers were employed in more than 2,400 of the 3,000 agricultural counties of the United States, laying a groundwork for the decades of service these agents have performed for the American farmer. Their purpose was to "make two blades of grass grow where one grew before," and through their work America had the highest agricultural productivity the world has ever known. They also expanded their influence into the rural home, bringing the latest knowledge about the preservation of food and nutritional information. They began to work with youth and founded the 4-H program to provide another avenue for bringing the latest technology in farming to as many people as possible. These services to the citizens who lived in rural areas are still performed today through a cooperative arrangement worked out between land-grant colleges and universities, county government, and the federal government. As people have moved from the farms and rural areas and enlarged the population of the cities, the rural extension program has endeavored to change also; but to most observers, this program is not meeting the massive needs of the urban and city folk.

We know, along with Mayor Edward Koch, Governor Hugh Carey, Mayor Tom Bradley, and all the others, where the problems are today—in the large- and medium-sized cities. The Rural Extension Act has given us a good model for developing an *urban extension act* to deal with the problems of an urban America. It is time, or even past time, to mobilize a greater share of America's resources for support of a hard-hitting cooperative effort between the community colleges and our cities.

In addition to the problems of alienation, crime, pollution, and poverty, the country recently has been deluged with news reports about the functional illiteracy of many of our citizens. We are told that one in five Americans lacks the knowledge to cope successfully in a modern technological society. An U.S. Office of Education study found that 20 percent of adults between the ages of eighteen and sixty-five have great difficulty in the everyday tasks of reading job notices, making change, addressing an envelope, and determining which product is most economical or effective.

An example of an urban extension program is the project developed by the San Diego Community College District in con-

junction with the city of San Diego, the county, and the federally funded Model Cities program. In the heart of an economically depressed area of San Diego, this cooperative effort has built an Educational Cultural Complex that provides vocational training, basic and academic education, career counseling, child development programs, a community theater, a food service facility, and other functions. It is designed as an adult community center. The city of San Diego has also built a branch of its public library system on the grounds of the complex. It is planned that the complex will serve as a "one-stop" adult center for meeting the needs of the community and its citizens in a creative, innovative way. The city of San Diego contributed $2.6 million out of Model Cities and Revenue Sharing funds to the cost of this unique project. San Diego County contributed $467,000; the federal government put in a direct $50,000 for planning as well as the land contribution. The Community College District contributed about $3.5 million.

It is unusual for city and county governments to believe so much in adult education that they are willing to contribute money which could have been diverted to the other pressures on local government. The Educational Cultural Complex is a prototype of a facility and program that can begin to meet the needs of an urban America. The San Diego Community Colleges have chosen to invest in this hard-pressed section of the city instead of running to the suburbs, as has been the case in far too many college settings.

The Educational Cultural Complex notion is an excellent example of the joint government effort that one can envision for the cities of America. Here is a facility where governments got together—city government, county government, the community colleges, federal government, and the citizens of the community—and said, "Let's make it work." This community has a chance to prove something to America, to show that governments can work together to accomplish a new kind of cooperative venture which will serve people where they are and meet them at the point of their urban, rather than rural, needs.

The pooling of populations in the greater urban areas is creating new types of potential students who earlier may have been too thinly distributed geographically to be reachable. San Joaquin Delta Community College in Stockton, California, has helped start a pioneer program with the local Alan Short Center to provide retarded people with instruction on a level higher than normally

attempted with such a group. More than twenty-five inmates of the Duell Vocational Institution, a nearby state prison, are also enrolled in college courses held within the institution. Seven graduated in 1977. The divorced, those on welfare, senior citizens, people suddenly unemployed because of a local plant closure, and ethnic minorities with special problems, such as Vietnamese refugees—all could benefit from services extended from community colleges. A Los Angeles judge has ruled that California's 82,000 handicapped youngsters are entitled to an appropriate education from the public schools. This will form the basis of a new clientele for community colleges.

Locations as well as new types of instruction can serve individual urban needs. Senior citizens, welfare mothers, and other potential students with needs evolving from a rapidly changing society frequently cannot visit a college campus across town, or often they are better motivated in the meeting room of a neighborhood branch library, church, or nearby elementary school. The prospect of holding brown bag lunch-hour courses in plant or office lunchrooms is also an exciting prospect.

More community-based needs studies and urban prototypes are required. City governments and community colleges are ready-made partners to join together in efforts aimed at our urban society, to produce a new generation better able to cope with the strains and the demands of a complex urban life. The resources of the federal government are required. But an even greater requirement will be city and community college leaders who see the potential of a new cooperative effort.

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Successful program managers need to attend to the care and feeding of the members of their governing boards.

the governing board: critical policy support

james f. gollattscheck

Although frequently overlooked in planning and often uninvolved in setting missions and determining goals, the college's governing board is of unquestionable importance to the college that would become community based. It is doubtful that any institution can be successful for very long in whatever mission it chooses without the consent and support of its governing board. Board support is of even greater importance, however, when an institution chooses to leave those traditional patterns of education with which most boards and the communities they represent are familiar and move into innovative programs.

Because becoming community based usually requires the development of new missions, the support of new and very different programs, and the evaluation of the institution by different standards, it is inevitable that the board of trustees will be called upon in many ways to lend its support to this new movement within its college. It will be asked to approve the college budget, with allocations of resources to new and different types of activities. It will be expected to approve nontraditional curricula. And finally, the board will be put in the position of defending the new mission of the college by traditionalists within and outside the

college. It is likely to give such support only if it fully understands the new mission and is able to perceive the impact and importance of community-based education. Lacking these insights, the board may well become a deterrent, expecting traditional goals, programs, and students.

A second and equally important reason for ensuring governing board support of a community-based mission is that the board can and should be a vital resource to the college in its endeavors to work with its community. Trustees generally represent diverse areas of the community and frequently have more in-depth knowledge of the community, its problems and its resources, than anyone on the college staff. They have lines of communication into the community and access to community members who can be of great help to the college. Most important, the trustees, through their positions and contacts in the community, can help the college establish its image as a community service.

Seeking the support of the governing board must therefore be among the very first efforts of the college endeavoring to become community based. It is almost a certainty that the board will not give wholehearted support to a program it does not understand, and consequently the continuing education of the board of trustees must be a high priority of the chief executive officer. I do not mean to imply that indoctrination or persuasion toward a particular philosophy should be employed. The continuing education of trustees should always be a concern of the chief executive officer, whatever the college mission. Such an educational program should be ongoing and should cover a wide variety of philosophies and programs so that the board can make intelligent choices.

To these ends the following four-point program of continuing education for trustees is proposed. The plan is based on one premise that the chief executive officer must accept—he or she cannot be the board's only source of information about community college education. If the board members are to be involved in a true educational program, they must hear and see many different things, not just those things the chief executive officer would wish them to see and hear. The chief executive officer must be secure enough to let the board members become independent learners, trusting that exposure to a large variety of ideas, missions, administrative and managerial styles, programs and activities, and college-community relations will ultimately enable the board to

make wiser decisions. Since trustees are generally lay citizens without extensive knowledge of college programs, the role of the chief executive officer must be that of manager of the trustee education program, providing access to selected materials and experiences which will broaden their view of community college education.

broadening horizons of trustees

The trustee who knows nothing of community college education other than that existing at his or her college can never offer real leadership to the board or the college and is likely to have difficulty accepting new and innovative ideas from outside. On the other hand, the trustee who has had an opportunity to read a variety of materials related to community college issues; listen to and speak with many people of differing backgrounds, roles, and views; and observe new programs and technologies at work has a vision beyond what exists at the present time in his or her college. This trustee will find it far easier to accept the development of new missions and programs.

The chief executive officer should provide continuous access to reading materials such as articles, pamphlets, reports from associations and other colleges, and clippings from newspapers. Trustees cannot be expected to read everything of interest that crosses the chief executive's desk; inundating busy people with paper can be as futile as giving them nothing to read. The chief executive officer must be selective in terms of variety of viewpoints, importance of the material, relevance to the local situation, and level of details and technicality. Trustees need general informaton, not highly specialized material written in professional jargon. A periodic mailing to trustees of copies of reading materials as well as other information of interest about college is particularly helpful in keeping trustees up-to-date. It should be recognized that not all trustees will read entire professional books, and therefore the chief executive officer may need to critique a book or send excerpts with a statement that copies of the book are available for those who wish to read it.

In addition to reading, trustees need opportunities to participate in discussions with experts in various fields as well as trustees and administrators from other colleges. They need to be included

when appropriate consultants are brought in as a part of the ongoing in-service efforts of the college, either as a part of the college group or separately. At times, in-service programs planned specifically for its trustees should be conducted by the college. Trustees should be urged to attend conferences and conventions relative to their roles and needs as trustees. Conferences sponsored by the Association of Governing Boards, the American Association of Community and Junior Colleges, and the Association of Community Colleges Trustees provide excellent opportunities for trustees to meet and share ideas with trustees and personnel from other colleges and leaders in various aspects of community college education.

trustee visitation to other community colleges

Even though reading and attending conferences may broaden the trustee's outlook and knowledge of community college problems and issues, visits to selected community colleges allow trustees to gain deeper insight into specific college activities; to inspect new, innovative, or specialized facilities; and to talk with trustees, administrators, faculty, and students about a program or activity. There is no other way a trustee can get a real feel for how a program or facility is or is not working than by seeing it in operation.

A program of trustee visits to targeted colleges should be planned on a continuing basis. Colleges should be selected on the basis of several criteria. First, there should be something at the college of specific and current interest to the trustees making the visit. It may be an innovative way of working with students, a new learning resource center, community activities, an outstanding campus master plan, or any other topic or issue facing the trustees at their own college. The college wishing to become community based, for example, could plan visits to several colleges noted for their outstanding community-based programs. If possible, the plan should include colleges with different organizational approaches and types of activities.

Second, at least some of the colleges visited should be enough like the home college to make a transfer of concepts possible. A large urban college might include a smaller rural college in its itinerary for a very specific purpose; however, most of the colleges visited should be performing the activity in a setting similar to the

home college. It is easy to dismiss programs observed when the environment is too different.

Third, most of the colleges visited should be doing things better or at least quite differently from the home college. Since the purpose of the visit is to stretch the imaginations of the trustees, it is pointless to visit colleges doing less or doing the particular activity less well than the home college. It may make the chief executive officer and the home college look good by comparison, but the futility of the visit will jeopardize the entire program of trustee visitation.

In planning trustee visitation to other colleges, several things should be kept in mind. One is that although the visit may have been scheduled for a specific purpose, such as the inspection of a new gymnasium, the trustees and chief executive officer should plan to take time to see as much of the entire operation of the college as possible. Items of less interest at the time of the visit may become important at a later date. Also, some particular facet of the college visited may spark an idea that will lead to innovations back home.

Two, the visit should be scheduled well in advance through the office of the chief executive officer of the college to be visited. If possible, the visit should begin in his or her office with an overview of the operation of the college. The early planning discussions or correspondence should state clearly the specific items of interest. Most colleges are pleased to be visited and will offer every possible assistance to make the day worthwhile.

Three, if possible, an opportunity to talk to trustees should be included. This must, however, be left to the discretion of the host chief executive officer.

Four, it is of utmost importance that the chief executive officer of the home college be a part of every visiting team. He or she can help the trustees interpret what they have seen and relate it to the situation at the home college. As future items or problems arise, the chief executive officer can remind trustees of examples seen on past visits. Experience and training will frequently lead the chief executive officer to ask more pertinent questions during the visit.

continuous study of the home college

The chief executive officer should include a continuous

study of the programs and activities of the trustees' home college as a part of their educational program. Reports on various aspects of the college should be given as a part of the regular agenda of the trustees' meetings. At times, special meetings should be scheduled to discuss or study some part of the college. The need for trustees to know more about the operation of their college is of even greater urgency when the college moves into a new or innovative activity such as community-based education.

In the second discussion of this volume, Max Tadlock considered an approach to planning for community-based education that involves broad college and community representation. The trustees should be a part of such a planning process. Bringing the trustees into the planning of a new mission for the college at the very beginning not only allows them to give valuable input into the process but also provides another link in the program of trustee education. As they study alternative missions and roles for the college, the trustees will become more knowledgeable about the possibilities for college-community relations.

If the college decides to become community based, it will be important that the board be kept informed and involved in the steps the college takes to establish and move toward new missions and goals. With early knowledge, involvement in planning, and regular reports on progress the board becomes a partner in the process rather than an outside observer and potential critic.

feedback

Since it is critical that the board recognize the impact of the college on the community, providing the board with ample feedback from those in the community who benefit from the programs of the college should be an integral part of the continuing education of the trustees of a community-based college. The periodic mailing of informational materials mentioned earlier is one way of getting copies of letters, reports, and news articles to the trustees. Seeing that trustees participate in the presentation of certificates or other activities is an excellent way of letting them see the results of *their* planning. Scheduling reports from community representatives at board meetings should not be overlooked. Trustees will soon begin to hear from their friends and associates about the community-based activities of the college. It is the chief executive

officer's responsibility to ensure that they hear from the total spectrum of the community.

These four types of activities can and should be included in a program of trustee education. The creative college will utilize many more and will tailor the program to meet the needs of the institution and its trustees. The important factors are that trustee education be recognized as a prime responsibility of the chief executive officer and that he or she involve trustees in planning for this most important process. Furthermore, it must be recognized that community-based education cannot be successful without the knowledgeable support of the college's board of trustees. Such knowledge and understanding can come about only through a planned program of trustee education.

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Too many community-impact studies focus only on economic impacts rather than on all the differences a college makes to the the community it serves.

community impact: does it really make a difference?

sidney s. micek
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What difference does the community-based two-year college and its programs make to the community it serves? This particular question represents the sine qua non of all the planning and management efforts of such colleges. That is, once the best plans have been made and implemented, the issue foremost in the minds of both the educator and the consumer is "What outcomes have resulted?" This question is possibly more important today than ever before because of pressures like inflationary prices, new social agencies competing for limited funds, shifting enrollments, the educational needs of the "new" student, and increasing technological and social changes. As a result of such pressures, community-based colleges, and for that matter higher education institutions in general, have become increasingly aware of the need to document, to understand, and to communicate the impacts their programs have on the communities they affect.

Recognizing the difficulties inherent in assessing educational impact, community-based college planners and managers are searching for ways to accomplish these tasks. With this in mind, the pur-

pose of this discussion is twofold: (1) to describe an approach a community-based two-year college might pursue to assess its impact on the community, and (2) to point to some critical issues that should be considered in planning and implementing a community-impact assessment study. Before going further, however, it is important to gain some common understanding about what is meant by the terms *community* and *impact*.

defining *community* and *impact*

According to Webster's dictionary, *community* is defined as "a body of people having common organization or interests or living in the same place under the same laws." Lenning, Lee, Micek, and Service at the National Center for Higher Education Management Systems (1977), in a conceptual document concerning the development of a structure for classifying the outcomes of post-secondary education, identified four major audiences that receive or are affected by the outcomes (outputs or impacts) of an institution and its program units: (1) individuals and groups, (2) interest-based communities, (3) geographic-based communities, and (4) aggregates of people. Table 1 lists the primary subcategories within each of the four major audience categories.

Similiar to Lenning and his colleagues, Gollattscheck, Harlacher, Roberts, and Wygal (1976) suggest that the community served by the community-based institution is actually a number of communities or groups which are formed as a result of natural selection, self-selection, or some transition caused by rapid technological or social change. For example, groups formed on the basis of natural selection might include ethnic groups, minority groups, persons of a particular age, and so on. Groups formed as a result of self-selection would include work-oriented groups (for example, labor unions, civil service, the armed forces, and professional societies) and nonwork-oriented groups (for example, groups formed as a result of social interests, religious interests, and volunteer activities). Groups that come together because they are in a state of transition caused by rapid change might include persons who are newly divorced, new retirees, recently discharged veterans, people recently unemployed, people who are sick, tourists, and so on.

Table 1. Subcategories of the "Audience" Dimension

Individual/Group Clients
Students–Individuals or groups of individuals currently enrolled in program, institution, or system of postsecondary education.
Former students–Individuals or groups of individuals formerly enrolled in program, institution, or system of postsecondary education.
Family and relatives of students or former students.
Peers and associates of students or former students.
Faculty.
Staff other than faculty.
Other individual/group clients–An example is an individual who is none of the above but is served by an advisory service offered by college.

Interest-Based Communities
Private enterprise communities–Communities where a major purpose is financial renumeration and profit, e.g., corporations, small businesses, and farmers.
Association communities–Communities where members belong on the basis of affiliation rather than employment, such as unions and professional societies.
Government communities–Communities designed to administer government regulations and services, such as city hall, state department of education, and legislative communities.
Nongovernmental/public service communities other than institution producing outcome–Nonprofit service organizations, such as schools, hospitals, welfare agencies, philanthropic foundations, colleges (other than college producing outcome), and research organizations.
Institution or institutional unit producing outcome–Postsecondary institution and/or units within that institution which are perceived as producer/facilitator of outcome(s) of concern.
Other interest-based communities–An example is an ad hoc coalition task force of representatives from two or more of above areas.

Geographic-Based Communities
Local community–A township, city, county, metropolitan area, or other type of locality having particular boundaries. Not necessarily restricted to legal or jurisdictional boundary, but functional one in which the impact of institution is (or should be) directly and physically felt. Boundaries will vary with institution/program and outcome of concern.
The state.
A region–An aggregation of states or parts of states.
The nation.
An international community.
Other geographic-based communities–An example is a research discovery that affects primarily people living in coldest latitudes, or where it snows a lot.

Aggregates of People
Ability level subpopulations–Subpopulations defined according to level of ability/proficiency on general intellectual functioning or specific skills, e.g., gifted, typical, disadvantaged, or skilled, semiskilled, unskilled.
Age subpopulations.
Income level subpopulations.
Educational level subpopulations.
Occupation subpopulations.
Physical disability condition subpopulations.
Race subpopulations.
Sex subpopulations.
Other such aggregates.

Other Audiences

The term *impact* connotes a condition whereby two or more things have come together to make some difference. In the case of a college, impact represents the consequences or end results from the interaction of the college's programs, facilities, and resources with the various communities they affect. The possible impacts a college might produce are obviously many. A useful aid in thinking about the full array of possible community impacts a college might have is the postsecondary outcomes classification structure developed at NCHEMS. In addition to classifying outcomes in terms of the audience who receives or is affected by an outcome, the structure categorizes by type-of-outcome. Table 2 lists the five major classifi-

Table 2. Major Categories of the "Type-of-Outcome" Dimension

Category Name	*Definition*
Economic Outcomes	Maintenance or change in economic characteristics and conditions of individuals, groups, organizations, and communities, e.g., in economic access, economic mobility and independence, economic sercurity, and income and standard of living
Human Characteristics Outcomes	Maintenance or change in human make-up and characteristics (other than knowledge and understanding) of individuals, groups, organizations, and communities, e.g., aspirations, competence and skills, affective characteristics, personality and personal coping characteristics, recognition and certification, and social roles
Knowledge, Technology and Art Form Outcomes	Maintenance or change in knowledge and understanding, technology, or art forms and works possessed or mastered by individuals, groups, organizations, and communities, e.g., discoveries and inventions, technical developments, syntheses and reformulations of knowledge, new schools of thought in art and works created in those new traditions, renovation of art works
Resource and Service Provision Outcomes	Maintenance or change in the direct resources and services (other than those included above) provided to individuals, groups, organizations, and communities, e.g., providing facilities, events, advisory assistance, analytical assistance, teaching, health care, and leadership
Other Maintenance and Change Outcomes	Examples are maintenance or change in format, arrangement, activity, or administrative operation of an organization or institution; maintenance or change in the aesthetic-cultural level of local community; maintenance or change in family or community activities, practices, and traditions

cations used in the outcomes structure to categorize the different types of outcomes produced by a college and its program units. The descriptions following each category title identify some of the specific outcomes included within each category.

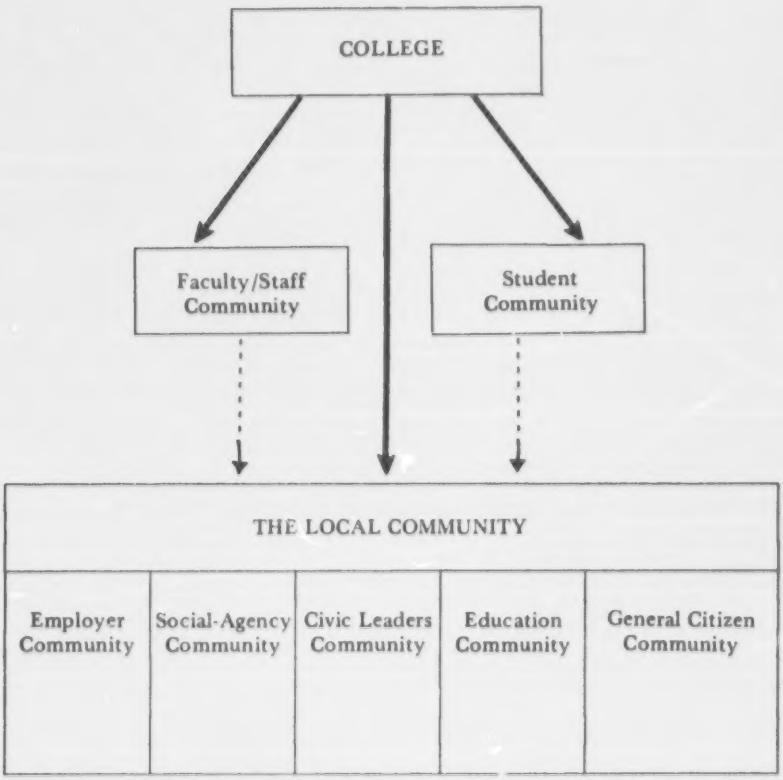
conceptualizing an approach for assessing community impact

Most community impact studies to date have been limited for several reasons. First, they have not taken into consideration the array of communities they potentially affect. Second, they have tended to be limited to assessing just economic impacts on the local community. Third, they often have been limited to one form of impact-data collection. Given the definitions established for *community* and *impact*, how might one take into consideration the various dimensions of *community* and *impact* and develop a practical approach that can be used by the community-based college for comprehensively assessing its impact on the community?

Figure 1 illustrates one way the different communities potentially affected by the college might be viewed. In this figure, the college is shown to have *direct* impact (designated by solid-lined arrows) on the faculty/staff community, the student community, and the "interest-based" communities identified as part of the local community—the college's district service area. The employer community might include heads of local businesses as well as heads of local government agencies. The social-agency community could consist of local directors of the American Red Cross, Boy and Girl Scouts, the Mental Rehabilitation Center, Salvation Army, YMCA, and so forth. The civic-leaders community groups might include the curator of the museum, the local hospital administrator, the head of the Chamber of Commerce, business leaders, the local newspaper publisher, and others who understand the pulse and needs of the community. The education community consists of teachers, counselors, and administrators in the local public schools and at other colleges in the area. Another relevant community, the general citizens community, can be defined in a number of ways: for example, registered voters, property owners, or heads of household.

The broken-lined arrows in Figure 1 identify the fact that the college *indirectly* impacts the different local community groups through the actions of the college's faculty, staff, and students. For example, faculty and staff through both college- and noncollege-

Figure 1. An Exemplary View of the Communities Impacted by a College



sponsored activities make a wide range of contributions to the community. Similarly, the students enrolled in the college's programs influence the community in terms of dollars they spend for supplies, eating and travel, the contributions they make through internships, and the contributions they make once they have completed their studies.

For each specific community identified above, a number of potential impacts might be made by the college. The outcomes classification structure developed by Lenning and his colleagues provides one means of thinking about the array of potential impacts. In a recent community-impact study (Micek and Lake, 1977) conducted at Kalamazoo Valley Community College (KVCC) in Kalamazoo, Michigan, the following areas of impact were examined: educational impact, economic impact, sociocultural impact, technological impact, and political impact. Table 3 identifies some potential indicators or pieces of evidence that were considered in the KVCC study to assess impact within these area.

planning and implementation considerations

Central to any community-impact study is the determination of the study's objectives and identification of the critical questions to be answered. Such an understanding is paramount to avoid false starts and to guard against possible conflicts among those doing the study and the decision makers who ultimately will use and be affected by the study's results. To ensure a clear understanding of the study's objectives and the critical questions to be answered, consideration must be given to organizational issues, methodological issues, and issues related to information use and dissemination.

Organizational Considerations. In initiating a community impact study, it is critical that a sound intrainstitutional coreworking group be established. This coreworking group should include persons from several areas: the president's office, the dean of instruction's office, the institutional research office, and the public relations office. It is imperative that the president of the college be highly involved because of the far-reaching implications of the community-impact study and the fact that a wide range of people from the community will be contacted during the study. Ideally,

Table 3. Potential Impact Areas and Indicators

Impact Areas	*Indicators of Impact*
Educational	Number of students served from founding of college to present Number of degrees and certificates granted Awareness, use, and satisfaction with college's educational facilities and services Educational levels of local community
Economic	Estimated average dollar amount of college expenditures Total dollar amount of institution's payroll as percentage of estimated total community payroll College's expenditures for local goods and services
Sociocultural	Community awareness, use, and satisfaction with college's social and cultural events Number and type of social and cultural activities of faculty and staff Student, faculty, and staff perceptions and evaluations of their racial and ethnic attitudes and beliefs as determined by selected measures
Political	Percentage of students and/or former students belonging to or holding office in political organizations (based on survey data) Community perception of college's achievement of its mission
Technological	Impact of college in influencing businesses to locate in the community Employers' perceptions of and satisfactions with graduates' level of training

the president should head the coreworking group because this will demonstrate the president's commitment to the community-impact study and will facilitate the president's use of the study results.

To augment the expertise within the coreworking group, it is essential to establish a general advisory group, and it also may be useful to form a technical advisory group. The general advisory group should include an array of people who can represent various college and community interests. Such a group will provide useful suggestions about how to handle key issues and enlist the help of people in strategic positions in the community. Furthermore, this group will give the study visibility and provide excellent public relations with the college and community. A technical advisory

group can be formed to assist the coreworking group in dealing with technical issues such as acquiring lists of people to be surveyed, determining sample sizes, identifying the most effective way of reaching each group, and effective report writing. People selected for this group might include faculty or staff skilled in research methodology, instrument development, and communications. Major businesses and governmental or social agencies in the community may have skilled staff who also can provide excellent technical advice since they often engage in various studies of community impact and community needs. It should be noted that both these advisory groups potentially will lend greater credibility to the study because they represent key communities. In addition, the establishment of these groups may result in increasing the actual use and application of the study results.

Methodological Considerations. A number of issues should be considered in designing any community impact study. Several of these issues will be discussed here. First, it is important to recognize that the community impact of a college is potentially a changing phenomena. Shifts in population, new programs, and other factors change the impact of a college over time. It is therefore useful to build the community-impact study design and procedures so that they are replicable for future study and comparison.

Second, in developing a sampling strategy for assessing community impact, it is important to answer the question: "Who are the populations (communities) that will be studied and which specific subgroups are to be surveyed?" Decisions must be made about whether the total population will be surveyed or whether a sample should be selected and, if so, how large a sample. Sampling of the total population may be possible where populations of small size are involved (for example, faculty and staff). When the choice is made to survey a portion of a population, care should be taken to provide for a sample large enough that valid inferences about the population can be made. Identifying individuals who make up a given population to be sampled is in many cases an arduous task. Resources such as the members on the advisory groups should be tapped early for suggestions on how lists may be developed and what sources exist so that they can be obtained directly or easily compiled. The new laws on confidentiality of information have decreased access to some such listings. As a result, the process of acquiring names and addresses may be slow. Therefore, an early start at developing these lists is important.

Assessment of community impact requires using a variety of techniques to gather data from a multitude of groups. Three basic techniques that can validly be used to obtain community impact data are: (1) survey questionnaires, (2) interviews, and (3) review of institutional records. Survey questionnaires are most suitable for obtaining responses from large populations. However, to be used successfully they must be carefully designed and generally will require the use of follow-up procedures to ensure that the percentage of the group responding is sufficient for valid results. Interviews, both by telephone or in person, can be used to gather data from small populations as well as to gather in-depth data from selected groups. Generally, respondents are more favorable to this method because they are at greater liberty to express their full perceptions and attitudes about the college and its programs.

Records kept by the college, local, government agencies, and other resources, such as U.S. Census data, provide a major source of information concerning economic-impact indicators and descriptive data on the community. These data can generally be accessed with little difficulty once permission is given. The American Council on Education guidelines (Caffrey and Isaacs, 1971) are a basic reference that suggests how to access institutional data to assess economic impacts. Another valuable resource that provides suggested procedures for obtaining community-impact data using institutional records as well as questionnaire and interview procedures is the *Outcome Measures and Procedures Manual* (Micek, Service, and Lee, 1975) developed at the National Center for Higher Education Management Systems.

Strategies for analyzing the data from the community-impact assessment are another key methodological consideration. Analysis generally consists of using basic descriptive statistics such as percentages, means, and frequencies to provide useful data summaries. More sophisticated statistical analyses and further descriptive analysis may be carried out when it appears they will enhance the study. An additional consideration is the analysis of response bias to ensure the representativeness of the actual sample of respondents for the various survey questionnaires used in the study.

Use and Dissemination of Community Impact Information. Information about a college's impact on the community it serves is useful for many purposes. It can be used for public relations

purposes to open or improve the dialogue between the college and community. It can stimulate discussion within the community regarding community-related issues. It can be useful to help justify beginning or modifying programs, which in turn is useful in the budgetary and planning process. It also can be useful for institutional self-study in preparation for accreditation.

In disseminating community-impact information, two important factors to consider are the types of reports to be produced and the timing of those reports. Reports should be tailored to the information needs of the users. Usually it is appropriate first to develop a detailed comprehensive report and then to use this report as a source for writing executive summaries, summaries of information that pertain to specific departments or administrative areas, and so forth.

Supplying data at the appropriate time is a concern that should be addressed early in the study. Community-impact information should be disseminated at a time when it is most useful to its users. A short session with prospective users of community-impact information early in the project can serve notice about the implementation of the study, provide information on what types of reports would be most useful, and indicate the optimum timing for their delivery.

summary

It is to a college's advantage to document, understand, and communicate the differences it makes on the community it serves. That is, information about community impact enhances the program planning and development process, it helps in understanding the extent to which community educational needs are being met, it contributes to institutional self-study and self-renewal, and it provides a useful tool for improving public understanding of the college's mission, programs, and interest in being a community-based institution.

As pointed out, many community-impact studies to date have focused only on economic impacts. Such information is useful, but it is only a portion of the impact data that should be gathered and incorporated into the study. Therefore, if community-impact studies are to contribute to improved planning, management, and evaluation decisions in the community-based two-year college

(or, for that matter, in other types of higher education institutions), consideration must be given to: (1) the multiple communities that are potentially impacted by the college, (2) the array of impacts or outcomes which may result from the college and its programs, (3) the different ways of obtaining community-impact data, and (4) the need to access community impact on a continuing basis.

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sources and information: planning community–based education

andrew hill

Community service has been a function of community colleges for at least thirty years, but only recently has the college-community relationship become a major force in curricular and organizational change. Since the American Association of Community and Junior Colleges proposal in 1974 that junior colleges take the forefront in community leadership, many colleges have attempted to meet this objective by instituting innovative programs. Background material covering the broad spectrum of issues central to community-based education are covered in Holcomb (1976) and Schenkman (1975). Both these publications are compilations of viewpoints regarding management, funding, needs assessment, staffing, and so on. Some difficulties inherent in the development of community-based programs are also noted.

Central to the understanding of these programs is the meaning of *community-based*. Harlacher (1974) delineates some integral components that define a community-based program. The college

is seen as a cooperator with the community in joint meaningful human endeavors. If a college is truly community based, all potential learners must be identified and served.

Who are all these potential learners? Perhaps the most complete description of the new or nontraditional student is offered by Cross (1976). She defines the new student as one who would not be involved in higher education were it not for open admissions. Beyond simply describing the new students, the most useful aspect of this book is that it identifies instructional innovations which can be used to help both new and traditional students. An extensive bibliography is included.

Other writers view the potential students even more broadly. Wood (1976) presents a demographic breakdown of enrollees in community-service programs in Los Angeles. Some of the notable characteristics are a high percentage of women and the fact that 40 percent of the students work full-time. Programs designed to reach out to convicts and parolees are described by Tonigan (1975), and Galley and Parsons (1976) describe Hagerstown Junior College's programs for convicts as well as a wide range of clients in their community. Parsons (1976) describes programs for inmates, military personnel, and courses for credit through Maryland College of the Air television network. In sum, to the community educator, everyone living in the district is a potential client.

programs

Program descriptions of actual community-based colleges are provided by a number of sources. Owen and Fletcher (1977) describe five member institutions of COMBASE. This report views these programs through the college-community relationships specifically: advisory relationships, direct assistance, joint ventures, and merger. The type of cooperative activities these COMBASE members have initiated include programs with other postsecondary institutions, government agencies, public schools, nonprofit service and professional organizations, public service agencies, libraries, business, and industry.

Often the community orientation of these programs leads to the development of a college without walls or noncampus college. *The Chicago City-Wide Institute of the City Colleges of Chicago* (1975) describes a unit of a major system that is designed to serve

adults who cannot or choose not to go to a traditional campus. Hencey and Zeiger (1976) present the background and evolution of Pioneer Community College. Erickson (1976) presents a plan for a district-wide college providing external, nontraditional programs. Luskin (1976) provides an overview of Coastline Community College. *Report of the Institutional Self-Study* (1975) gives an overview of the Community College of Vermont, a unique, statewide, noncampus college operating totally out of community facilities, with no full-time faculty. The report includes a historical sketch, student description, educational philosophy, delivery systems, finances, and research and evaluation of the college.

operating the programs

As community-based programs proliferate under the auspices of traditional two-year colleges, the need for change in administrative styles and governance patterns is obvious. In Holcomb (1976), Ray Johnson examines the conflict between the pull toward centralization caused by multicampus governance and the push for decentralization to better serve local communities. A management model to resolve this conflict is presented.

Funding is also nontraditional. Roed (1976b) found that state funding for community-service programs was declining and made suggestions for reversing the downward trend. Other funding sources are examined by Smith (1976) and Rude (1975). *Resource Papers No. 4-12* (1976) include guides for proposal writing, special projects, the small college and federal funding, a profile of federal programs administrators in multiunit community colleges, and an introduction to the possibilities of increasing federal aid through indirect costs. Looking at the funding question from a different perspective, Griffith (1976) is critical of community service programs that exist not from a desire to serve the community, but because external funding is available. He suggests the need for new yardsticks to measure college productivity.

Planning and development of community programs is a concern of many administrators. Knoell and McIntyre (1974) describe an actual planning model for developing information, proposing policy and assessing programs. They also describe a variety of delivery systems. Another model for program planning and evaluation is provided by Galvin and Kester (1976). In response

to inadequacies in these areas at East Los Angeles College (California), a model was developed that includes a written evaluation plan and a goal-attainment scaling chart. A guide for planning to be used by mid-level managers involved in controlling services and noncredit courses is presented by Roed (1976a). The guide includes suggestions for goal setting, needs assessment, program design, implementation, and evaluation.

One of the difficulties in serving nontraditional students is that they often are unable to commute to a college campus, or even to a local storefront. Others, because of age, a handicap, or reluctance to leave their homes, make up a significant target group for community education. The need for unique delivery systems is obvious. The use of radio and television (Evans and Gollattscheck, 1976) and the newspaper (Jioia, 1974) are possible solutions to the problem of reaching these previously unserved groups.

Recruitment of paid personnel to staff community-based programs would appear to pose few problems to the program administrator. The preponderance of faculty used to carry out community-based programs are part-time people recruited from the community. This seems to allow greater flexibility in planning, lower costs, and a more humanistic faculty. Bender (1975) proposes the use of volunteers to fill out the staff and a system that includes recruitment, screening, training, and nonmonetary rewards. Yet many problems regarding the position and status of part-time faculty are as yet unresolved, and administrators must be aware of the possible complications (Koltai, 1977).

needs and impact

Once a school has decided to change its orientation and become community based, the most immediate question is one of determining needs. An example of the needs assessment survey conducted by Chemeketa Community College (Oregon) and its results is reported by Moore (1975). Pealer (1977) presents a questionnaire designed to assess community needs through a telephone survey. Pitfalls and problems associated with needs assessments may be avoided if one can anticipate them before they develop. Morton and Warfel (1975) discuss these problems and suggest techniques for actually conducting the assessment. Of particular interest is the study reported by Redemer (1976) because

this needs assessment incorporates the area of services provided by other institutions and agencies in their service area. Since this type of study assesses existing programs, the chance of duplicating and overlapping is reduced.

Although community business leaders are often sought out for program suggestions, systematic tabulation of gaps between job openings and related training programs is rare. One such program in Florida utilizes the job bank data maintained by the Florida Employment Service Agency to monitor the pulse of the business community (Phillips and Tucker, 1975).

One of the more extensive needs assessments was conducted over a five-county area in northeastern Pennsylvania. *Alternative Community College Education System Study* (1977) details needs, possible programs, enrollment projections, and cost estimates. This study concludes that a college without walls would be the best way to meet area needs.

Perhaps even more difficult than assessing needs is determining program impact. Cohen (1977) questions the legitimacy of programs that rely on unsequenced and unrelated presentations of material as opposed to those which operate through planned, sequential curriculums. Roueche and others (1976) present a comprehensive report on all facets of competency-based instruction, opting for assessment of impact on individuals.

Many of the issues central to program evaluation are discussed by Wood and Santellanes (1975). An outstanding handbook for administrators responsible for measuring community impact has been compiled by Micek and others (1975). Besides reviewing selected references, this source examines impact on three levels: education, service, and financial. Methods for data collection for various outcome measures are suggested.

A central issue in community education is how much of the community-service function should be assumed by the community college, and what should be left to the service groups and community schools that are already functioning. Yarrington and Minzey (1975) attempt to delineate the proper role for the community colleges. And *Community Education: Final Report* (1976) offers a conceptual basis within which all sponsors of community and continuing education can cooperate and coordinate services.

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CLEARINGHOUSE FOR
JUNIOR COLLEGES

The evolution of the comprehensive community college of today from the junior college of the early 1900s has been well documented and is generally well known. It probably would be generally agreed that we are entering the next phase of that evolution: the era of the community-based community college. In this issue of New Directions for Community Colleges *we have attempted to gather and present overviews of several significant areas of community-based education and have asked practitioners in community college education to prepare articles dealing with specific practices and procedures. We have deliberately attempted to avoid theory in favor of concrete suggestions for implementing community-based education.*

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